JOINT DOCTRINE
DEVELOPMENT PROCESS

JOINT STAFF

WASHINGTON, D.C. 20318

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CHAIRMAN OF THE JOINT CHIEFS OF STAFF MANUAL

JOINT DOCTRINE DEVELOPMENT PROCESS

Reference(s)
   See Enclosure I for References

1. Purpose. This manual sets forth procedures for joint doctrine development in support of the Chairman of the Joint Chiefs of Staff (CJCS) responsibility for developing doctrine for the joint employment of the Armed Forces as directed in reference a and as established in references b and c.

2. Superseded/Canceled. Chairman of the Joint Chiefs of Staff Manual (CJCSM) 5120.01, Joint Doctrine Development Process, 13 January 2012, is hereby superseded.

3. Applicability. This manual applies to the Joint Staff, Services, Combatant Commands (CCMDs), combat support agencies, and other organizations involved in the development of joint doctrine.

4. Procedures. Detailed procedures for the development and staffing of joint doctrine are provided in the enclosures.

5. Summary of Changes. This manual distinguishes the joint doctrine development process from the policy in reference c. It provides details on and identifies responsibilities for the joint doctrine note (JDN); the use of the Joint Doctrine Development Tool; the joint doctrine production organization framework; formatting and distribution guidance; information systems; and staffing of allied joint publications (AJPs).

6. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on NIPRNET. DOD Components (to include the Combatant Commands), other Federal agencies, and the public may obtain copies of this directive through the Internet from the CJCS Directives Electronic Library at <http://www.dtic.mil/cjcs_directives>. JS activities may also obtain access via the SIPR directives Electronic Library websites.

7. Effective Date. This MANUAL is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:

DAVID L. GOLDFEIN Lt Gen, USAF
Director, Joint Staff

Enclosure(s):

A - Responsibilities
B - Joint Doctrine Development Process
C - Joint Doctrine Development Tool
D - Joint Publication Organization Framework
E - Formatting and Distributing Joint Publications
F - Information Systems
G - Joint Doctrine Note
H - Allied and Multinational Joint Doctrine Development
I - References
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ENCLOSURE A

RESPONSIBILITIES

1. The Chairman of the Joint Chiefs of Staff (CJCS). The responsibilities of the CJCS are outlined in reference c.

2. The Joint Doctrine Development Community (JDDC). The responsibilities of the JDDC are outlined in reference c.

3. The Director, J-7 (DJ-7), Joint Staff. The DJ-7 will:

    a. Ensure joint doctrine is consistent with U.S. Department of Defense (DoD) and CJCS policy.

    b. Advise the CJCS on all matters concerning the joint doctrine development process.

    c. Manage the joint doctrine development process described in Enclosure B.

    d. Chair, as required, general officer/flag officer (GO/FO) level meetings to discuss and, when necessary, resolve joint doctrine issues.

    e. Assign publication numbers.

    f. Train Joint Staff doctrine sponsor (JSDS) and lead agent (LA) action officers (AOs). The instruction will include the duties of the JSDS and LA, which include use of the standard comment resolution matrix (CRM), joint doctrine development tool (JDDT), comment adjudication requirements, and conducting joint working groups (JWGs). Additionally, educate JSDS and LA AOs concerning joint publications' (JPs') content and writing style.

    g. Conduct a front-end analysis (FEA) of all accepted joint doctrine project proposals. Provide recommendation for disposition to the Joint Doctrine Planning Conference (JDPC) or staff a recommendation in accordance with (IAW) out-of-cycle proposal procedures (see Validation Phase).

    h. Schedule a formal assessment for each JP (see "Maintenance Stage" in Enclosure B).

    i. In coordination with the JSDS, provide a quarterly update on the status of publications to the Director, Joint Staff.

j. Serve as the Joint Staff coordinating review authority (CRA). Collect and collate Joint Staff comments to prepare the Joint Staff CRM for all publications, program directives (PDs), and assessment requests for feedback (RFFs). A single Joint Staff position for conflicting comments is not required. Adjudication for publications and PDs will be determined by the LA/JSDS based upon the JWG's deliberations and recommendations, or similar forums for PDs. RFFs are adjudicated by the assessment agent (AA). The Office of the Secretary of Defense (OSD) or any other U.S. Government department or agency may submit review comments as contributing reviewers (via key code) on the JDDT to the JSDS or appropriate Joint Staff directorate with whom they have association for policy development. Submit CRMs to the LA, JSDS, or AA as required.

k. Coordinate and approve evaluation directives (ED) for joint test publications (JTPs) IAW this manual.

l. Semiannually, sponsor and chair a JDPC to bring together representatives from the JDDC to address doctrinal issues.

m. Maintain, operate, and ensure accessibility of the CJCS Joint Electronic Library (JEL) and Joint Electronic Library Plus (JEL+). JEL and JEL+ are the web portal-based information distribution subsystems of the Joint Doctrine, Education, and Training Electronic Information System (JDEIS) (see Enclosure F for further information).

(1) Maintain and oversee a publicly available format to access the CJCS JEL on the Internet. Maintain and oversee both the Nonsecure Internet Protocol Router Network (NIPRNET) and SECRET Internet Protocol Router Network (SIPRNET) access to JEL+. Maintain and oversee JDDC access to the JDDT via NIPRNET.

(2) Solicit additional publications and links to improve JEL and JEL+.

n. Coordinate and manage the U.S. contribution to multinational joint doctrine development efforts (references d and e).

(1) Staff emerging multinational doctrine publications with Joint Staff (JS) directorates, Services, and selected CCMDs to ensure consistency with U.S. law, policies, regulations, and U.S. joint doctrine in order to establish a coordinated U.S. position.

(2) Serve as JSDS for North Atlantic Treaty Organization (NATO) allied joint doctrine (AJD) development efforts.

(a) Establish procedures to ensure effective U.S. participation in NATO AJD development efforts.

(b) Serve as U.S. head of delegation (HOD) to the Allied Joint Operations Doctrine Working Group (AJODWG).

(c) Staff and submit all formal U.S. responses to AJD development projects and actions to the U.S. Military Representative to the Military Committee.

(d) Set and manage internal U.S. milestones (and Alliance-wide milestones when the U.S. is the custodian or leader) for AJD development projects.

(e) Represent the U.S. (or delegate authority for establishing the U.S. position) at AJD custodial meetings. If not attending, ensure the U.S. joint position is adequately represented.

o. Per reference f, review doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy (DOTMLPF-P) change recommendation packages submitted to the Joint Staff that contain joint concepts and doctrine-related recommendations for their potential impact on current and emerging joint doctrine.

p. Maintain the Doctrine Networked Education and Training courses dealing with joint doctrine.

q. Publish an annual joint doctrine campaign plan that displays the JP development, formal assessment report (FAR) completion, PD, and new signature milestones over a multiyear period and disseminate it to the JDDC. Provide updates of this plan at each JDPC.

4. CCMDs, Joint Staff directorates, and Services will:

a. Provide staff and resources to perform joint doctrine development activities as described in this manual.

b. Act as LA for joint doctrine projects, as assigned by the JS J-7.

c. Assist in developing joint doctrine projects.

d. Participate in joint doctrine meetings, e.g., the JDPC and JWGs.

e. Support the assessment of approved JPs, and where appropriate, observation of exercises, real-world operations, and experiments to gather input. Respond to RFFs in support of the assessment process.

f. Appoint a single point of contact (POC) for all joint doctrine matters.

g. When assigned as JSDS, Joint Staff directorates will appoint an individual to each assigned JP. The appointee will engage in doctrine development from RFF (or FEA), through PD development, revision (or development) of drafts, to Chairman signature by CJCS or Director, Joint Staff, as appropriate. Specific JP JS assignments can be found in DJ-7's quarterly joint doctrine report to the Director, Joint Staff.

h. Except for Joint Staff directorates, appoint a CRA for each joint doctrine project to serve as the single POC for the assigned publication. This individual may be assigned to subordinate activity outside the immediate Service or CCMD headquarters, but must be within their respective chain of command.

i. Except for Joint Staff directorates, send planner-level or designated representatives in a position of authority and grade (normally O-6 level or civilian equivalent) to the JDPCs prepared to vote their command or Service positions.

j. Review, analyze, and evaluate draft JPs for accuracy and relevancy. Ensure that capabilities, roles, and, where appropriate, tactics are properly described. Comment on horizontal and vertical consistency with other approved and emerging joint doctrine.

k. Services will review their Service and multi-Service publications for horizontal and vertical consistency with joint doctrine.

l. Nominate operational principles validated during Service and joint experiments for inclusion in joint doctrine upon fielding of the equipment or technology, reorganization of forces, and any other actions that result in an extant capability.

m. Assign draft JPs for review by subordinate unified commands and component commands as appropriate. Consolidate and adjudicate comments and provide a coordinated command position.

n. Serve as evaluation agent (EA) of JTPs when assigned.

o. Serve as AA of JPs IAW Enclosure B.

p. Nominate operational principles validated during experiments for inclusion in joint doctrine upon fielding of the equipment or technology, reorganization of forces, and any other actions required to reach an extant capability.

q. Support the review, analysis, and evaluation of JPs in draft or under revision for accuracy and relevancy. Ensure capabilities, roles, and, where appropriate, tactics, techniques, and procedures (TTP) are properly described. Comment on the horizontal and vertical consistency with other approved and emerging joint doctrine.

r. Serve as U.S. custodian POC and conduct NATO AJP custodial duties for the development, maintenance, and revision of NATO publications when assigned custodianship responsibilities of a NATO publication.

5. Combat Support Agencies, Chairman's Controlled Activities, and the National Guard Bureau (NGB) will:

a. Appoint a single POC to support the joint doctrine development process. The NGB POC will represent National Guard forces conducting operations under Title 32, United States Code, or state active duty legal status.

b. Assist in developing joint doctrine projects as appropriate.

c. Serve as the technical review authority (TRA) for joint doctrine projects as assigned by the JS J-7.

d. Participate in joint doctrine conferences, the JDPC, and JWGs.

e. Support the assessment of JPs; provide inputs from the analysis of exercises, real-world operations, and experiments. Respond to all RFFs in support of the assessment process.

f. Review, analyze, and evaluate draft JPs for technical accuracy and relevancy. Comment on horizontal and vertical consistency with other approved and emerging joint doctrine.

g. Ensure agency or NGB capabilities, roles, and, where appropriate, tactics are accurately described.

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ENCLOSURE B

JOINT DOCTRINE DEVELOPMENT PROCESS

SECTION I: OVERVIEW

1. <u>Introduction</u>. This section describes the joint doctrine development process and key components.

2. <u>General</u>. Joint doctrine's purpose is to enhance the operational effectiveness of U.S. joint forces. It reflects fundamental principles and best practices, based on extant capabilities and incorporates changes derived from lessons learned during operations, training, exercises, and, when appropriate, validated concepts. Joint doctrine may also include terms and TTP. Joint doctrine is distributed electronically using the JEL and JEL+ web portals. Most revisions or changes to existing publications will be made using the JDDT.

3. <u>Development Philosophy</u>. Joint doctrine serves to optimize the application of U.S. military power, in conjunction with the other instruments of national power, to support U.S. policy and strategy. Remembering this important tenet assists greatly in maintaining focus throughout the joint doctrine development process. While the principal target audiences for these publications are military forces performing at the operational level of warfare, these publications may be used by interagency, intergovernmental organizations, nongovernmental organizations, multinational partners, and the private sector to better understand the organizations, capabilities, and operating philosophy of joint forces. Joint doctrine evolves as the Armed Forces of the United States adapt to meet national security challenges. As challenges arise, the development process can be used to identify and fill doctrinal voids. As joint doctrine is developed to address these voids, LAs and JSDSs must keep in mind that all JPs directly support the premise of the joint employment of the Armed Forces and must be consistent with other JPs within the joint doctrine hierarchy. JPs are not intended as single-source documents, but are to be used in conjunction with other JPs in the joint hierarchy. As such, redundant information, especially overviews and general descriptions, within a JP will be constrained to salient material to that JP's purpose, and the reader will be referred to the appropriate source JP for additional details specific to that function or operation.

4. <u>Information Systems</u>. The joint doctrine development process and the worldwide distribution of approved joint doctrine are supported by various information systems (see Enclosure F).

5. <u>Joint Doctrine Development Roles</u>. JS J-7 will manage the joint doctrine development system and schedule development to distribute the workload evenly. JS J-7 will maintain a planning calendar, the joint doctrine campaign plan, and monthly milestones that reflect due dates, dates for JWGs, and additional information as required. Members of the JDDC participate in the joint doctrine development process by serving in one or more of the following roles:

a. <u>LA</u>. Each joint doctrine project will be assigned to an LA.

(1) In general, the LA develops and maintains an assigned JP throughout its life cycle.

(2) The LA will meet milestones in the PD. If unable to meet the PD milestones, the LA will coordinate a GO/FO or civilian equivalent request for milestone adjustment to be forwarded to the JS J-7.

(3) JS J-7 will normally be assigned as LA for the capstone publication, JP 1, "Doctrine for the Armed Forces of the United States," and for JP 3-0, "Joint Operations." Each Joint Staff directorate will be assigned LA for its keystone publication.

(4) A Service, CCMD, or Joint Staff directorate will be assigned as LA for all other joint doctrine projects.

(5) The assignment of the LA is based on available expertise in the subject matter of the joint doctrine project and resources available. For new publications, the recommendation for LA is normally determined by a vote at the JDPC. For an existing JP, JS J-7, after consultation with the JDDC, may reassign LA responsibility. LA assignments or reassignments will be formalized in the PD.

(6) Upon approval of the JP, the JS J-7 will send an announcement to the JDDC that includes the summary of changes. LAs or JSDSs of other JPs should review their JPs to determine if a change to their JP is required or if it is appropriate to wait until the next revision. AAs will use this information in conducting formal assessments.

b. <u>JSDS</u>. The PD will designate a Joint Staff directorate as the JSDS for each joint doctrine project. The JSDS assists the LA or primary review authority (PRA) in all stages of joint doctrine projects.

(1) The JSDS will appoint an AO for each JP it sponsors and notify JS J-7. JS J-7 will notify the remainder of the JDDC of any changes to this assignment. The JSDS AO will **actively** participate in the assessment,

development and approval of all joint doctrine publications under their purview. This begins with assisting the AA to develop the RFF questions and includes participation in JWGs to adjudicate draft JP comments.

(2) JSDS will monitor publication development for contentious issues. When requested, it will provide access to subject matter experts (SMEs) and source documents, and otherwise facilitate resolution of contentious issues.

(3) The JSDS identifies and facilitates Joint Staff and other additional participation and staffing requirements for JPs in all stages of development or revision, to include OSD, other U. S. Government departments and agencies, nongovernmental, and private organization stakeholder input.

(4) The JSDS will meet milestones as identified in the PD. If unable to meet the PD milestones, the JSDS will submit a GO/FO or civilian equivalent-level request for milestone adjustment to the JS J-7.

c. PRA. The LA may assign a PRA for each joint doctrine project. The PRA must be responsive to tasking from the LA to facilitate authoritative guidance.

(1) The LA and the PRA may be the same in some cases.

(2) In general, the PRA is the primary author and editor of a JP project. The PRA conducts the detailed research, analysis, and coordination to develop and maintain the assigned publication under the cognizance of the LA IAW Enclosures B and C.

d. CRA

(1) The Service, CCMD, combat support agency (CSA), and NGB CRA are their organizations' POC during the development process.

(2) Each CRA will review, analyze, and comment on each version of a new or revised JP. Additionally, each will collate and adjudicate command responses, providing a single, coordinated organizational position for PDs, drafts, proposed JP changes, and RFFs.

(3) JS J-7 will consolidate input from the Air Land Sea Application Center, National Defense University, and any nonvoting U.S. Government department or agency that participates in the doctrine development process. The JS J-7 will consolidate these comments and submit a single CRM to the LA, JSDS, or AA. The LA/JSDS will adjudicate the J-7 consolidated CRM based upon discussion and decision at the associated JWG or similar forums for PDs. Nonvoting organizations are encouraged to attend JWGs to participate in discussion and defend their positions. The JS J-7's vote represents the

Joint Staff, OSD, and any other participating nonvoting U.S. Government departments or agencies.

    (4) Each CRA will coordinate with and assist LAs and PRAs to develop joint doctrine projects. When requested, they will provide SMEs and source documents.

    (5) CRAs will ensure joint doctrine proposals or products produced by their commands or organizations are IAW reference c, this CJCSM, and other applicable guidelines.

  e. <u>TRA</u>. A TRA is an organization that may be tasked to provide specialized technical or administrative expertise to the PRA and LA. To ensure the best product, the TRA should be involved in the drafting of the change or revision as determined in the FAR.

    (1) JS J-7 will approve TRA support from outside the LA's chain of command.

    (2) More than one TRA may be assigned.

    (3) TRAs normally will be designated in the PD, but may be assigned by JS J-7, based on the request of an LA or PRA during the development process.

    (4) TRAs will review, analyze, and provide comments on draft PDs and JPs for accuracy and compliance with policy and current and emerging doctrine in the TRA's areas of expertise. TRAs are secondary researchers and writers in their areas of expertise throughout the development phase. Additionally, TRAs should attend PD and JP JWG meetings.

  f. <u>Evaluation Agent (EA)</u>. An EA is an organization that plans, coordinates, and evaluates a JTP.

    (1) JS J-7 assigns the EA.

    (2) The EA identifies evaluation criteria and the medium to be used, develops a proposed ED, and coordinates evaluation requirements with the involved commands.

    (3) The EA provides the required evaluation report to JS J-7.

  g. <u>AA</u>. The AA conducts an assessment of an approved JP. All JPs will undergo a formal assessment.

  h. <u>JDDC</u>. Members of the JDDC, specified in reference c, in addition to performing as LAs, PRAs, CRAs, and TRAs, will meet semiannually at the

JDPC. During the JDPC, the JDDC will address and vote on project proposals, discuss key joint doctrinal and operational issues, potential changes to the joint doctrine development process, the status of JP projects and emerging publications, and other initiatives. Voting members of the JDDC provide recommendations to the DJ-7 who makes determinations of all recommendations on behalf of the Chairman. Recommendations are preferably reached by consensus or if required, a majority vote of the voting members attending the JDPC. JS J-7 represents nonvoting members of the JDDC. In the case of a tie vote, the JS J-7 representative will make a recommendation for resolution.

(1) The voting members of the JDDC are the Services, CCMDs, and JS J-7. The voting members (planners and O-6s or civilian equivalent) must be authorized and prepared to vote their command or Service position at the JDPC. Should a planner/O-6 or civilian equivalent not be available, a planner/O-6-level signed delegation of authority memorandum must be submitted for the representative attending the JDPC. Voting members should be well versed in the joint doctrine development process. While every effort is made to disseminate issues prior to the JDPC, previously announced issues may change and new issues may surface that require discussion by all members and adjudication by the voting members. The voting members should be authorized to vote based upon discussions and material presented at the JDPC. However, this requirement does not relieve JS J-7 of staffing responsibilities as outlined in reference g.

(2) Nonvoting members of the JDDC that may attend the JDPC include all other Joint Staff directorates; CSAs; Service, multi-Service, and CCMD doctrine organizations; National Defense University; NGB, and the U.S. Element, North American Aerospace Defense Command. Interagency and multinational partner representatives are also frequently in attendance at the JDPC. Nonvoting members' positions are addressed through the JS J-7.

SECTION II: JOINT DOCTRINE DEVELOPMENT PROCESS

6. <u>Introduction</u>. Four stages comprise the joint doctrine life cycle: initiation, development, approval, and maintenance. The stages reflect the systematic way that JDDC creates, validates, and revises joint doctrine. Each stage contains discreet phases that include key actions and deliverables.

7. <u>Initiation Stage</u>. The initiation stage starts when JS J-7 receives a proposal to develop a new JP and ends when a PD is developed. The initiation stage is comprised of four phases: proposal, FEA, validation, and PD development.

   a. <u>Proposal Phase</u>. Although joint doctrine projects can be proposed by anyone, they must be formally sponsored by a Service Chief, a CCMD Commander, or a director of a Joint Staff directorate. The office of primary responsibility for approved doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy change recommendation (DCRs) will prepare a proposal IAW this manual and reference f.

      (1) Proposals may be submitted at any time by memorandum to JS J-7. The memorandum should be in the format shown in Appendix A to Enclosure B. Adherence to this format and early coordination with JS J-7 will facilitate staffing and review of the proposal. JS J-7 will review proposals for content, rationale, and completeness. Proposals not meeting the requirements addressed in this paragraph will be returned to the submitting agency with comment. Four months prior to each semiannual JDPC, JS J-7 will transmit an e-mail message to the JDDC soliciting project proposals for consideration. A clear and complete proposal is essential to the initiation stage and will help set the conditions for successful and expedient project development. A sound justification and an explicit scope are key proposal elements. Proposals will include a draft of the PD as depicted in Appendix B, a detailed concept paper, and an endorsement from a GO/FO or civilian equivalent in the sponsoring Service, CCMD, or Joint Staff Directorate forwarding the proposal. The detailed concept paper provides the basis for completing the FEA and should, at a minimum:

         (a) Show how the subject meets the definition of joint doctrine.

         (b) Identify the perceived doctrinal void that exists.

         (c) List the extant capabilities required to support the doctrine.

         (d) Pinpoint relevant sections of JPs and other sources critical to an accurate analysis of the proposal.

(e) Describe the scope of the publication.

(f) Recommend any new or unique command relationships.

(g) Explain how the new publication will fill the identified doctrinal void.

(2) Multi-Service publications may be proposed as projects to transition into JPs. This optional process is open to the Services following the first worldwide review of a multi-Service publication. Multi-Service-sponsored proposals will consist of:

(a) An information paper outlining the doctrinal void the multi-Service publication fills, the value-added by the publication, and recommendations for placement of the publication in the joint doctrine hierarchy (the information paper as well as the PD will address LA and JSDS assignment);

(b) A PD based on the publication's program statement; and

(c) The post-worldwide-review draft of the multi-Service publication.

b. <u>FEA Phase</u>. Each project proposal approved by JS J-7 will require an FEA.

(1) The FEA will include an examination of relevant sources, such as international agreements; lessons learned files and databases; extant and emerging joint, multi-Service, Service, and multinational doctrine and TTP; approved contingency and operations plans, exercise issues and observations; related joint concepts; experimentation results; and DCR packages. It will also include the results of interviews, meetings, and JWGs, as well as research from other sources. This research should identify relevant sections of the publication and other sources critical to an accurate analysis of the proposal and to the initial development of the PD and first draft (FD).

(2) To determine if a proposal is acceptable, the FEA analyst must ascertain whether the subject meets the definition of joint doctrine; determine if a doctrinal void actually exists (i.e., if there is an existing requirement); and if the proposed doctrine is based on extant capabilities. While these criteria are not all inclusive, they provide an example of the rigor to which joint doctrine proposals are subjected. Based on this analysis, the FEA will recommend one of the following options to the doctrine community at the validation phase:

(a) There is no requirement for the publication.

(b) There is a requirement to change or revise an existing or evolving publication(s).

(c) There is a requirement for a new publication.

(d) The proposal addresses an interoperability shortfall and should be nominated for possible multi-Service or other publication.

(e) The proposal addresses a shortfall in multinational doctrine and should be addressed to the appropriate multinational forum.

(3) The FEA may also recommend an LA. However, the LA will be formally assigned in the PD as outlined in paragraph 4.a.(5).

(4) Once it is completed, JS J-7 will distribute the FEA in the JDPC read-ahead package by posting the FEA and associated proposal on JEL+ 30 days before the JDPC convenes.

c. Validation Phase

(1) Routine Proposals. All joint doctrine proposals and corresponding FEA recommendations are briefed and deliberated at the JDPC and then voted on. The results are then packaged and forwarded as a formal recommendation to DJ-7 for approval. Although the JDPC voting members cast votes for their respective organizations, the results are actually a formal recommendation to JS J-7 for decision.

(2) Out-of-Cycle Proposal. There may be an urgent requirement to validate a project proposal prior to a JDPC. In this case, JS J-7 will:

(a) Review the proposal packet. If accepted, provide an immediate FEA to include a recommendation for an LA. If rejected, return the proposal to the submitting agency with comment.

(b) For accepted proposals, distribute the original proposal and FEA recommendations to the JDPC voting members for immediate review and vote via a Joint Staff action process (JSAP) IAW reference g.

(3) JS J-7's decision will result in one of the following:

(a) No action required (i.e., no need for the proposed publication).

(b) Change or revise an existing or evolving publication.

(c) Develop a new publication.

(d) There is a need for a publication. However, an alternate publication, such as a multi-Service or other publication, would be more appropriate.

(4) JDPC voting members may also recommend an LA.

(5) Once validated, JS J-7 will monitor the progress of each joint doctrine project and assist the LA and the JSDS, as required, to ensure complete coordination and timely completion.

d. <u>PD Development Phase</u>. JS J-7 coordinates and the DJ-7 approves PDs for joint doctrine projects. Routine changes to JPs and change in lieu of revisions do not require a new PD. The PD development for JTPs will also follow these procedures. The PD provides the JDDC with the scope that covers the framework for the type and detail of information desired within the JP. It also provides a chapter outline, major paragraph entries, and appendices that should be followed unless presented to and agreed upon by JDDC voting members. Changes to the scope of the publication that alter the intent of the original PD, however, must be provided to JS J-7 prior to the release of the FD of new publications or revision first draft (RFD) for existing publications. JS J-7 will then validate the scope change and notify the JDDC during the FD/RFD staffing. Additionally, the PD will contain milestones, references recommended for use in developing or revising the publication, and POCs (see Appendix B of this enclosure for an example of a PD). JS J-7 supports LA development of PDs for each joint doctrine project by co-hosting a PD JWG with the LA, if required.

(1) For a new publication project, once approved by either the JDPC minutes or a JS J-7 memorandum, the LA has 15 days to announce to the JDDC the intent to convene a PD JWG within the next 30 days or provide a preliminary coordination (PC) draft PD to JS J-7 for staffing.

(a) If the LA decides to host a PD JWG, this will substitute for the coordination of the PC draft. JS J-7 will announce the PD JWG to the JDDC and assist the LA during the PD JWG. Notification will normally be given at least 30 days prior to the JWG. At a minimum, attendees should include the LA, the JSDS, the Service doctrine organizations, JS J-7, and the PRA (if identified). At their discretion, representatives from the Services, CCMDs, Joint Staff directorates, and other interested parties may also attend. The PD JWG will develop the PD final coordination (FC) draft, and the LA will submit it to JS J-7 for staffing. JS J-7 will normally release the draft PD for coordination within 15 days of receipt. A PC PD will have 30 days for JDDC review and 30 days to resolve contentious issues. An FC PD will be developed from the comments and resolution on the PC PD. The JDDC will have 30 days for planner/O-6 level review of the FC PD, and, if required, 15 days to resolve contentious issues.

(b) If the LA chooses not to convene a PD JWG, JS J-7 will normally release the submitted draft PD for PC staffing within 15 days.

(2) For an existing JP, the AA develops a draft PD as part of the formal assessment process and includes it in the FAR packet. There are three options for completing the PD during this stage of the process.

(a) If the AA, in coordination with the LA (in conjunction with any assigned TRA) recommends approval of the draft PD for RFD development, the scope and the title are not changed, and JS J-7 concurs, no further coordination of the PD is required. JS J-7 will complete the draft PD, establish PD milestones, and designate the LA, JSDS, and other roles and responsibilities as required. The LA will then use the approved PD to develop the JP RFD.

(b) The AA may also recommend that the PD receive only FC coordination, and if JS J-7 concurs, the PD can be approved after a single coordination.

(c) If JS J-7 approves the FAR, but does not approve the draft PD, then the draft PD will normally be used to develop a PC PD. In some cases, a PD JWG may be necessary or desired and, if accomplished, will suffice for PC of the revision PD. The LA will provide the draft PD from the FAR or a PD JWG announcement to the JS J-7 within 15 days of the FAR approval date. The draft PD will receive PC staffing and coordination followed by FC staffing and coordination to allow the JDDC to adequately review and make comments as necessary.

(3) JS J-7 will staff draft PDs with the JDDC IAW reference g. A PC version will have 30 days for JDDC review and 30 days to resolve contentious issues. An FC PD version is developed from the comments and resolution on the PC PD or is developed without a PC version if, as stated in previous section, that the AA, in coordination with the LA and the TRA, recommends approval of the FAR draft PD and JS J -7 concurs that a PC version is not required for staffing. The JDDC will have 30 days for planner/O-6 level review of the FC PD, and, if required, 15 days to resolve contentious issues.

(4) Upon resolution of any contentious issues with the FC PD, JS J-7 will approve the PD. JS J-7 will post the approved PD on JEL+ and transmit a copy to the LA for action and to the rest of the JDDC for information within 30 days of FC suspense. Approval of the PD starts the clock for development of the publication unless JS J-7 directs alternative timelines than the ones specified in the approved PD or the FAR approval memo (Figure 1).

(5) If, during the FD/RFD staffing, the need for administrative modifications to the project scope is discovered, these changes should be addressed in appropriate comments and adjudicated by a consensus vote of

the JWG. However, should JS J-7 determine the JWG-proposed changes significantly alter the intent of the original PD, staffing IAW reference g may be directed, along with any appropriate milestone adjustments.

8. Development Stage. There are three standard, recurring types of development or revision processes for JPs: normal development, the change process, and fast-track development. An additional option is the validation and transition of a JTP or joint doctrine note (JDN) into a JP. The development process starts with the approval of the PD, either for a new publication or for the revision of an existing JP or with the approval of the FAR for a change-in-lieu-of-revision. A normal process will include an FD/RFD and an FC/revision final coordination (RFC) version. Should the LA or JSDS feel additional staffing is required to ensure accuracy and consistency of content prior to development of the signature version, or if the voting members of a JP JWG agree additional staffing is required, the LA or JSDS will forward a formal request for such action to JS J-7 for approval. If approved, the LA or JSDS will prepare the additional draft. Milestones for staffing and comment resolution will only be adjusted when required. Procedures to request changes to milestones are discussed in paragraph 8.a.(4).

   a. Normal Development Process. Normal development follows a 17.5-month process that starts with PD approval (Figure 1). In addition to the following information, reference h provides further assistance and information.

      (1) FD/RFD. The LA, with the assistance of the PRA and TRA(s) (if designated), will develop an FD/RFD of the publication based on guidance provided in the FAR (for RFD), the FEA (for FD), the PD, and the procedures described below. The LA will submit the completed FD/RFD to JS J-7 based on the milestone established in the PD, which is normally five months after the PD is published. JS J-7 will format the FD/RDF and subsequent versions, post them on the JEL+, and staff them IAW reference g via the JDDT.
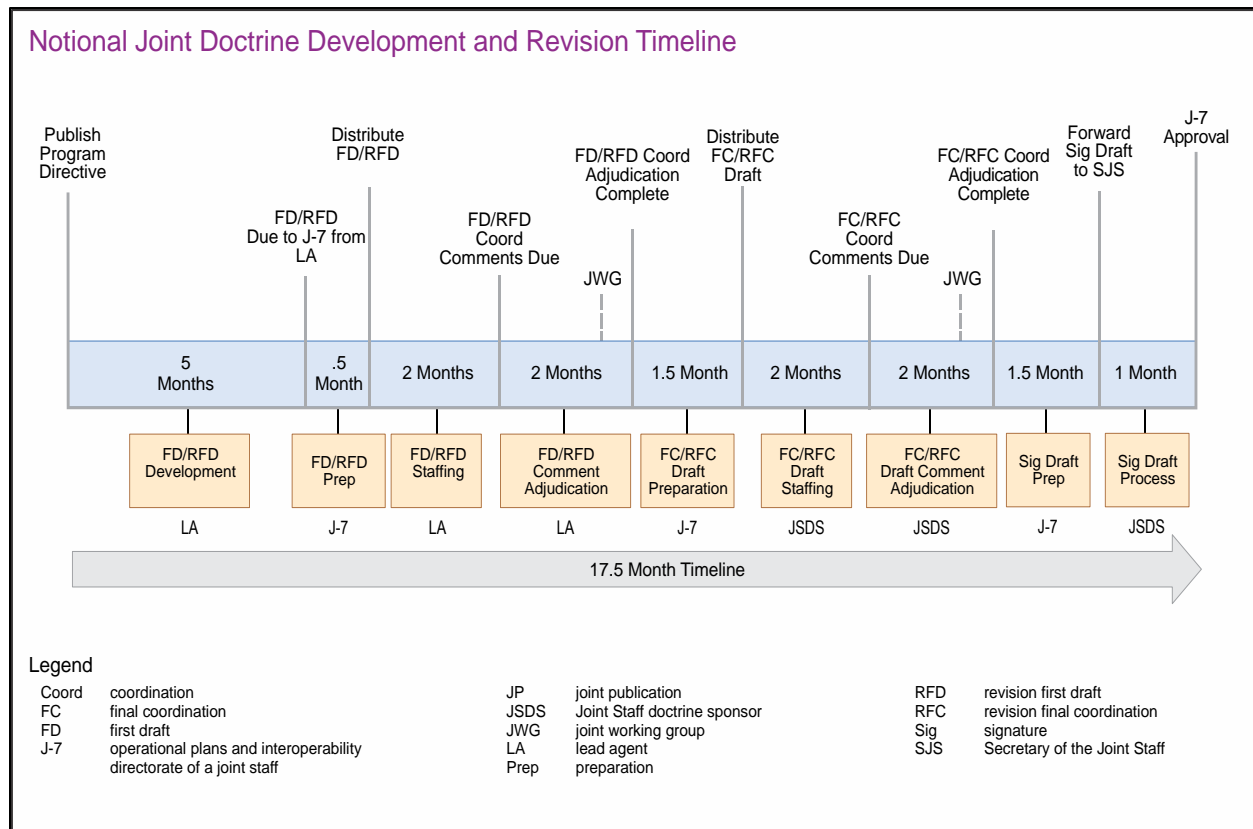
Figure 1. Notional Joint Doctrine Development and Revision Timeline

    (a) Early in the development of the FD/RFD, the writing team should produce an expanded outline as a project management tool. This can range from something as simple as providing detailed paragraphs for each of the chapters outlined in the approved PD, to a more extensive treatment providing drafts of essential subject matter or potentially contentious portions of the publication for review and concurrence by the LA, the PRA, and, as appropriate, the TRA and selected agencies. This tool helps confirm that the direction of the publication's development complies with the intended scope and addresses operational level considerations of interest to the target audience. It reduces time lost due to misunderstanding between the JSDS, the LA, the PRA, and the writing team; eases resolution of complex and contentious issues; and enhances the quality of the FD/RFD.

    (b) Draft editions of publications (including changes, revisions, and JTPs) will adhere to the formatting rules in Enclosure E. Headers, footers, table of contents, executive summary, and the summary of changes will only be prepared by the JSDS or JS J-7 for the signature version. The JS J-7 will prepare the preface using the standard information and the approved scope from the PD. All drafts will be created and/or edited in Microsoft (MS) Word. For an RFD, the JS J-7 will provide the LA with a clean MS Word copy of the

current version of publication along with a quick start guide on the basic MS Word track change function. Prior to providing this copy, the JS J-7 may review the document and incorporate editorial changes into it for the LA to consider when beginning their revision. In order for a publication to be converted into a JDDT format, **the LA must use the MS Word Track Change function to annotate changes.** The Track Change Options must be set as follows: Insertions–Underline Blue; Deletions - Strikethrough Red. Note: RFDs submitted using MS Word Strikethrough and Underline command functions, rather than the track changes, or colors other than specified will be returned to the LA to recreate the draft using the MS Word Track Change function.

(c) The LA or PRA will ensure that sentences, paragraphs, and passages taken directly from previously approved publications are quoted verbatim. It is not common practice to label the reference unless the context is written as to allow such reference: "As stated in JP 1…" is acceptable; however, to list a paragraph and put (JP 1) at the end is not acceptable. However, copying text verbatim from other JPs should be limited to salient information that is within the scope of the publication. Verbatim text should only be used to provide context and not to repeat information found elsewhere. Likewise, the LA/PRA should not include extensive lifts from policy documents and instead refer readers to the applicable document.

(d) The PRA will use, to the greatest extent possible, previously approved terminology contained in the text of other JPs or in reference i. Authors, LAs, and JSDSs, assisted by the JS J-7 terminologist, are required to review existing JP 1-02 terminology sourced by or related to the subject matter of the publication for relevance and currency. Obsolete terminology must be included and annotated in the glossary for deletion from reference i. When use of terms and definitions not contained in reference i is required, such terms, with their proposed definitions, will be included in the draft publication's glossary for appropriate staffing (see Enclosure E for additional guidance). The glossary of a JP will contain only terms and definitions that are sourced in reference i to that specific JP. Upon approval of the publication (or upon approval of a change or revision), any new or modified terms will be included in the next update of the CJCS terminology database and in the next edition of reference i.

(e) While references j through l provide editorial guidance relevant to the development of JPs, the editorial guidance presented in this manual takes precedence.

(f) Only essential photographs, figures, quotes, and vignettes relevant to the subject matter and essential to the clarity and understanding of the publication should be used in a JP. These items must be included in the FD and will be subject to the JDDC review and acceptance.

(g) The LA or PRA is required to review all references to ensure currency prior to staffing the FD/RFD (see Enclosure E for details).

(h) Appropriate measures for foreign release and sanitization of classified publications will be taken. The LA or JSDS will ensure classified paragraphs are properly marked and any classified information contained in a JP has been reviewed and considered for release. Assistance in this determination can be obtained from the appropriate Joint Staff directorate. Individual paragraphs that have been approved for release should be appropriately marked.

(i) The LA and PRA are encouraged to use collaboration tools and, if required, conduct coordination meetings and JWGs to develop drafts for which the LA is responsible. These collaborative practices allow SMEs to provide accurate information related to extant roles, organizations, capabilities, employment philosophy, and specific Service equities and how they integrate and synchronize, allowing the joint force commander (JFC) to optimize the joint force. This also allows a more detailed and accurate review for vertical and horizontal consistency with other approved JPs. Later in the development of the FD/RFD, a useful in-progress review or project management tool for the LA and the PRA is to have the writing team produce an author's draft for informal review by the JDDC. This will often consist of complete drafts of each of the chapters and appendices. This tool helps confirm the publication's development is consistent with current joint doctrine and enhances the quality of the FD/RFD.

(j) Upon completion of the draft publication, the LA will ensure any named TRA in the PD has reviewed it for technical accuracy. The LA will then forward an electronic version to JS J-7 for formatting and loading into the JDDT for review, with an information-only copy posted to JEL+. The drafts should be sent electronically to JS J-7 in MS Word as described in paragraph 8.a.(1)(b). The text will be in a single-column, with single-space layout. Publication figures will be provided to JS J-7 electronically as separate files in common graphics format, appropriately annotated to convey location in the publication. Photos should only be included if they are absolutely necessary to graphically illustrate a particular doctrinal point. Because JPs are not printed and are distributed electronically, every effort should be made to minimize the bandwidth requirements to transmit a publication. Should it be necessary to insert photographs, they will be provided in Joint Photographic Experts Group (JPEG) format with a minimum resolution of 266 dots per inch (dpi) with a size of 5.75 inches x 3.75 inches for landscape photos and 3 inches x 4.6 inches for portrait photos.

(k) After formatting, JS J-7 will post the FD/RFD on JEL+ and on JDDT. JS J-7 will prepare and disseminate the FD/RFD from the LA, and staff the package IAW the PD and joint doctrine campaign plan. Line numbers will

be included in draft publications to enable accurate reference to change recommendations. The chapters and appendices of drafts will be presented in clean text format. The glossary for RFD JPs, regardless of version, will use line-out/line-in format to highlight any new or proposed changes to terms and definitions that would be included in reference i.

(l) The JDDC will have approximately 60 calendar days to review the publication and provide comments to the LA and JS J-7.

1. The Joint Staff, CCMDs, CSAs, NGB, and the Services CRAs will follow the procedures in Enclosure C for commenting on the FD/RFD within the JDDT. In some instances, JS J-7 may decide to use a traditional CRM to staff the draft. In those instances, CRAs will submit only one CRM for review and adjudication. The CRA will collate and adjudicate the CRM to provide their organization's position, which will be submitted via NIPRNET unless the CRM contains classified information. JS J-7 will function as the Joint Staff CRA and consolidate comments from all nonvoting JDDC members and other U.S. Government departments or agencies to provide the LA with a single Joint Staff CRM. CSAs and NGB are authorized to submit their comments directly to the LA or JSDS.

2. Authors should consider using inputs from real-world operations and exercises in the development of evolving publications and the resolution of joint doctrine issues. The specific lessons learned source number from the Joint Lessons Learned Information System (JLLIS) and access information for specific after-action reports or other source files should be provided with the comment rationale to allow for independent analysis by the LA and JDDC.

3. CRAs will review comments electronically using the JDDT (Enclosure C) or, if specified by JS J-7, the standard CRM format in general comment or line-out/line-in format with supporting rationale. **When using a CRM and suggesting additional text, specific text must be included with the comment in line-out/line-in format in order for it to be incorporated.** CRM comments should include whole sentences from the draft to ensure clarity for the JDDC when reviewing the comment in the CRM. General comments should be kept to a minimum. Line-out/line-in is the accepted method of comment for JPs. Specific line-out/line-in examples are provided in Table 1. The "track changes" function should not be used if using the standard CRM format because the changes are often lost when comments are consolidated and sorted.

4. The review comments have four distinct categories:

a. Critical Review Comments. During the FC staffing, critical review comments require GO/FO-level endorsement since they express

the reviewing Service, CCMD, or Joint Staff directorate's intent to nonconcur with the draft if the concern is not satisfactorily resolved. GO/FO-level endorsement must accompany the critical comments. Critical comments submitted without GO/FO endorsement will be downgraded to a major comment. However, while the LA and submitter of critical comments may agree to compromise language during the LA's adjudication, the final text will be determined by consensus of the JWG, as is the case for all comments. Some considerations for categorizing critical comments include:

(1) Draft joint doctrine is inconsistent with approved joint doctrine.

(2) U.S. law or international law, including the law of war, is potentially violated by implementation of all or part of the draft joint doctrine.

(3) The draft joint doctrine contains flaws that might contribute to confusion, potential incidents of friendly fire, or unacceptable employment of military forces.

(4) The draft joint doctrine contains (an) operationally significant void(s) that must be addressed.

(5) The draft joint doctrine contains inconsistencies or omissions when compared to policy or approved joint doctrine to the extent that a comment is warranted for clarification or accuracy.

b. <u>Major Review Comments</u>. Major review comments highlight important issues that must be addressed directly with the LA. This dialogue should begin while the LA adjudicates, and it will carry through the JWG if required. The provider must have the opportunity to review the LA rationale for rejecting the comment and upgrade the comment to critical if warranted. It is also important to note that, while the LA and submitter of the comment may come to a compromise and accept modified language, the final text will still be determined by consensus of the JWG, if convened. This holds true for each adjudicated comment, even when a JWG is not convened. Some considerations for categorizing major comments include:

(1) The underlying change of direction of the document is of concern.

(2) The draft joint doctrine contains a general area or areas of concern.

(3) The draft joint doctrine contains specific entries on a subject area or areas that, taken together, constitute a concern.

c. Substantive Review Comments. Substantive review comments are provided because sections in the document appear to be, or are, incorrect, incomplete, inconsistent, misleading, or confusing. Some considerations for categorizing substantive comments include:

(1) The draft joint doctrine contains factual inaccuracies, voids, or inconsistencies with—or needless duplication of—existing, approved joint doctrine that should be addressed for clarity or accuracy.

(2) Approved joint doctrine contains a better solution that should be offered as a model for the draft joint doctrine.

(3) The draft publication contains flaws in approach, organization, or philosophy that, if modified, would significantly improve the utility or accuracy of the doctrine.

d. Administrative Review Comments. Administrative review comments correct typographical errors, or grammatical and editorial errors (e.g., misuse of capitalization, establishment or use of acronyms and terms).

5. Rationale. The rationale for critical, major, and substantive comments should include objective evidence, historical precedent, conflicts with existing policy or joint doctrine, lessons learned, or validated concepts.

Note: Comments without sufficient rationale or substantiation may be rejected without comments or "noted" by the LA or JSDS.

(m) In the JDDT, JS J-7 assigns the LA for each JP as the tier one user and subsequently assigns joint doctrine POCs from the Services, CCMDs, and CSAs as tier two users. When the commenting window closes and all comments have been received, the LA generates a report (a CRM) from the JDDT and uses this report to adjudicate each comment (including the rationale for rejection or modification of substantive, critical, and major comments). The JDDT is not used to adjudicate comments. The JDDT report is in Rich Text format and should be converted to docx format for use and reduction in file size. Specific guidance on the review process and adjudication of comment matrices can be found in Appendix E to this enclosure, which also contains a sample of the comment matrix used when commenting on doctrine items not using JDDT (e.g., PDs, AJPs, classified publications). The LA (in coordination with the assigned TRA) will normally complete and forward the adjudicated CRM to JS J-7 within 30 days of the JSAP suspense for providing comments. A JS J-7 AO will review the matrix and, after determining it is in the proper format (i.e., all comments have a proposed adjudication, rationales are included for rejected or modified substantive, critical, and major comments, the CRM is properly sorted, and all attachments referenced in the CRM are

included), forward it to the JDDC for review prior to a JWG and post to JEL+ linked to draft publications, or to allow the JDDC to comment on the adjudication if a JWG is not going to be held. If the CRM is not properly formatted, it will either be returned to the LA for correction or be corrected by JS J-7. The LA may call for a JWG to discuss the adjudications and come to consensus on the content. Should a JWG be required, the LA will forward the adjudicated matrix to JS J-7 at least 12 working days prior to the JWG. In most circumstances, failure to make the 12-day deadline will result in the JWG being rescheduled. JS J-7 will then ensure distribution to the JDDC at least 10 working days prior to the scheduled JWG. Decisions made at the JWG are the final adjudication of that draft and are the authoritative basis for developing the FC/RFC or signature draft. If there are unresolved issues at the FD/RFD JWG, the LA will forward these to JS J-7 and the JSDS. Delivery of the post-JWG adjudicated matrix is usually 60 days after the JSAP suspense date.

(2) FC Draft. JS J-7 will develop the FC/RFC draft using the language agreed to during adjudication of the consolidated CRM from the previous draft. Unless agreed to by the JWG or directed by the Chairman, new or modified text not previously staffed will not be introduced into the FC/RFC draft. JS J-7 will normally produce the FC/RFC draft within 30 days from receipt of the JWG-adjudicated FD/RFD CRM and staff it with the JDDC for FC on the JDDT 15 days later. The FC/RFC draft will be properly formatted, with quotes, vignettes, figures, and text in single-column, single-space layout, and with lines numbered for easy reference. Revised or changed material from the previous draft will be presented in line-out/line-in format. The JDDT can display and print a clean copy, if required, but line numbers will change.

(a) FC/RFC staffing will be at the planner/O-6 level using guidance herein and in reference g. The FC/RFC draft will be staffed by JS J-7 via the JSAP system and concurrently assigned on the JDDT. Additionally, the JDDC will be informed of the tasking via e-mail. The JDDT normally will be used for the actual review and comment submission (Enclosure C). Additionally, the FC/RFC version and the adjudicated matrix from the previous draft will be posted on JEL+. Each Service, CCMD, Joint Staff directorate, and nonvoting member will be tasked to review and provide comments to the JSDS within 60 days. The JSDS may include in the JSAP the tentative date for the FC/RFC JWG. The JSDS will contact organizations that fail to respond by the suspense date to ascertain the organization's concur/nonconcur with the document.

(b) Normally, the JSDS with assistance from the LA (in coordination with the assigned TRA) will adjudicate comments on the CRM generated from the JDDT. In instances when a traditional CRM is used to provide comments, the JSDS receives and consolidates the FC/RFC draft comments into one matrix. In either case, the JSDS adjudicates each comment (including the rationale for rejection or modification of substantive, critical, and major

comments) and forwards the matrix to JS J-7 within 30 days of the JSAP suspense. JS J-7 reviews the CRM and, after determining it is in proper format (i.e., all comments have a proposed adjudication, rationales are included for rejected or modified substantive, critical, and major comments, the CRM is properly sorted, and ensures all attachments referenced in the CRM are included), disseminates the matrix to the JDDC. The JSDS will forward the adjudicated matrix to JS J-7 at least 12 working days prior to the JWG. JS J-7 will distribute the matrix at least 10 working days prior to the JWG and post on JEL+.

(c) JDDC members will review the FC/RFC matrix of adjudicated comments to ensure their comments were incorporated and, if not, identify any contentious issues within the adjudicated matrix and come prepared to address the issues at the JWG. Representatives must identify all adjudicated comments with which they have contention **prior to the JWG** and come prepared to the JWG to discuss their objections.

(d) The JSDS will normally convene a JWG to discuss and attempt to achieve consensus on the recommended adjudications, resolve all contentious issues, and present a final adjudicated CRM that will form the basis of the signature version of the draft JP. If there are few or no contentious issues, the JSDS and JS J-7 will query the JDDC to see if a JWG is desired and, if not, resolve any issues electronically (e-mail, teleconference, etc.). The FC/RFC JWG is conducted at the planner/O-6 level. Services and CCMDs will ensure that their representative is empowered to speak and make decisions for their organization. **Unless previously coordinated with JS J-7, organizations not participating in the JWG are assumed to concur with the adjudicated CRM and any modifications made at the JWG.** Only specific language developed and agreed upon by the JWG or directed by the Chairman will be used in developing the signature version. Although the objective of the JWG is to limit further staffing of the JP, in certain circumstances where major text changes are considered and accepted, the JSDS may request an additional staffing from JS J-7. The JSDS will submit the request for additional staffing via a memorandum to JS J-7. If this request is granted, the JP will be sent out for staffing to the JDDC, with milestones established by JS J-7. Any unresolved issue requires a GO/FO or civilian equivalent nonconcurrence with the publication. Resolution will be IAW reference g. The final adjudicated FC/RFC draft CRM from the JWG will be forwarded to JS J-7 by the JSDS within two weeks of adjournment of the JWG.

(3) Elevating Contentious Issues

(a) The LA and the JSDS are to elevate contentious issues to appropriate decision-making authorities as early as practical in the development stage in order to resolve them before they impact the development time line. When issues arise that are not resolved at the various JWGs, the

JSDS will be alerted to commence such action as may be appropriate IAW reference g. The JSDS should be prepared to take unresolved issues to the planner/O-6 level and/or Tank level for resolution, if appropriate.

(b) It is incumbent upon all members of the JDDC to identify and raise critical concerns in the development stage and not during the approval stage, unless extenuating circumstances exist.

(c) Resolutions of the contentious issues associated with the FC/RFC version will be posted to the JEL+.

(4) <u>Milestones</u>

(a) Milestones for the development or revision of a publication are established by JS J-7 in the PD. The LA is responsible for meeting established milestones through the comment resolution of the FD. The JSDS is responsible for meeting the milestones for the FC/RFC draft through preparation of the JP for signature. Once any milestone (as prescribed by the PD) is 30 days overdue, the responsible agent will prepare a letter to JS J-7 requesting an adjustment to the milestones and prescribing a "way ahead" for the publication. The memorandum will be sent from the first GO/FO or civilian equivalent in the LA/JSDS chain.

(b) JS J-7 will review the memorandum and, if approved, adjust the PD milestones. If a milestone is overdue or delayed due to an unresolved contentious issue, the LA or JSDS will identify the issue in the memorandum. JS J-7 may convene a planner-level JWG, which will provide FC/RFC review of the issue. If the planner-level WG is unable to resolve the issues, the procedures in reference g will be followed to resolve the issue and move the publication forward. Normally, JS J-7 will revise the milestones to reflect the time taken to resolve the issue.

b. <u>JP Change Process</u>. The JP change process is designed to allow for responsive revisions to JPs. Proposed changes may be based on recent lessons learned, new or approved revisions to other publications in the joint doctrine hierarchy, validated concepts, new mission areas, or when a change in lieu of revision is recommended in a FAR. Changes to publications are categorized as urgent, routine, or as a change in lieu of revision. There are specific processes for each. Changes in lieu of revision are revisions estimated not to exceed 20 percent of the current publication content. Should a proposed change encompass significantly more than 20 percent of the JP's text, JS J-7 may direct an early revision or conduct a formal assessment IAW this manual to identify additional issues with the JP's content.

(1) <u>Submission of Changes</u>. Any member of the JDDC may submit recommended urgent or routine changes. Urgent or routine changes are

submitted to JS J-7 IAW the procedures listed below. Urgent changes require GO/FO endorsement. A change in lieu of a full revision is normally the result of a FAR recommendation.

 (2) <u>Change Priorities</u>

  (a) <u>Urgent</u>. Urgent change recommendations will be forwarded to the Joint Staff (Attn: JS J-7), the LA, and the JSDS. The change recommendation should include a justification for the urgent change request and the proposed new or revised text. Urgent changes are those changes that require immediate promulgation to prevent personnel hazard or damage to equipment or emphasize a limitation that adversely affects operational effectiveness. Within 24 hours, the LA will advise JS J-7 if the recommended change needs to be issued as an urgent change. If approved, JS J-7 will staff via JSAP, the proposed change allowing the Services, CCMDs, CSAs, and Joint Staff directorates 24 hours to concur or propose modifications to the proposed change. Once approved, a message notifying the JDDC of the change will be released and the change will be incorporated into the electronic version of the publication posted to the JEL and JEL+ websites.

  (b) <u>Routine</u>. Routine changes may be the result of a recommendation made to the LA by any member of the joint community at any time. Routine change recommendations (Figure 2) may be forwarded electronically to JS J-7 with an information copy to the LA, at any time. Routine changes are those changes to JPs that provide validated improvements; address potentially incorrect, incomplete, misleading, or confusing information; or correct an operating technique. Routine changes to JPs are not limited to a single topic but should not be so extensive as to require a complete revision. Routine changes should not be proposed for topics known to be contentious. This category of change and its supporting staffing process is best suited for updating JPs with new terms or facts or to harmonize it with a recently updated keystone or functional JP to avoid contradictory guidance and avoid confusion.
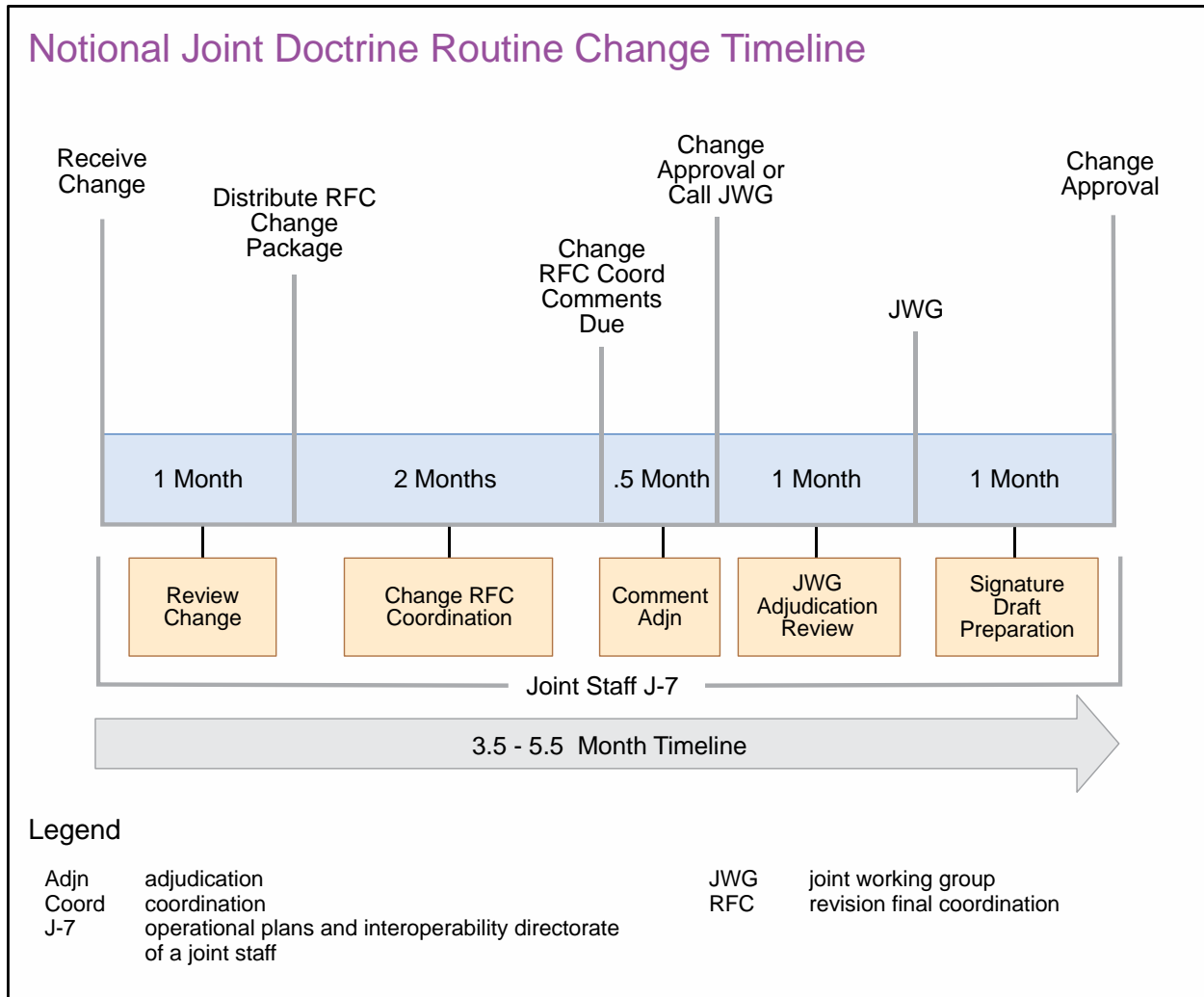
Figure 2. Notional Joint Doctrine Routine Change Timeline

1. JS J-7 and the LA will review the routine change for compatibility with approved joint doctrine.

2. Following the review, JS J-7 will exercise one of three options:

a. Establish the scope of the change, adjudicate the comments, and prepare the change for staffing to JDDC IAW reference g.

b. Return the proposed change to the sponsor to be reworked.

c. Reject the proposed change. JS J-7 will give justification for the rework or the rejection. Potential reasons include lack of joint perspective, a topic that is contentious and will require GO/FO level staffing, or incomplete rationale or justification for the proposed change.

3. If the change is to be staffed to the JDDC, JS J-7 will prepare a JSAP staffing package for planner/O-6 level concurrence IAW reference g. The JDDC will have approximately 60 calendar days to comment on the proposed change. The JSAP will contain a stipulation restricting comments to only the proposed change. Comments on other areas of the publication will be rejected unless a compelling rationale exists, e.g., to correct a factual error.

4. Following staffing, JS J-7 must adjudicate comments concerning the change within 15 days. If there are no contentious issues, the change will be approved and then posted on the JEL and JEL+. The date of the publication will be amended to reflect the change date beneath the original publication date (e.g., "Incorporating Change 1, 10 August 2004").

5. Following adjudication, if JS J-7 determines the need to hold a JWG to resolve comments on the change, they will announce the meeting a minimum of 30 days in advance. The JWG will address any contentious issues and propose acceptable text for inclusion in the proposed change. If the issues cannot be resolved at the JWG, the change will be rejected and held for consideration during the formal assessment and normal revision of the publication.

(c) Change in Lieu of Revision. A change in lieu of revision may be initiated as a result of a FAR recommendation to update a publication without accomplishing a full revision and will use the following procedures for gaining approval, signature, and promulgation of the revised publication:

1. The LA shall prepare the change and forward an electronic version to JS J-7 IAW instructions and milestones provided in the FAR promulgation memorandum. The PD development process is not required. Changes to the scope statement, unless only administrative, must be resolved via the staffing process. The DJ-7 promulgation memorandum in response to the FAR will provide developmental guidance and milestones. The JS J-7 will post promulgation memorandums on JEL+. The change will only be staffed once, for FC at the planner/O-6 level.

2. The change will be staffed via the JSAP process with a 60-day suspense for comments from the JDDC. Note that the general intent of this type of change is to focus on the material identified for change, although comments may be submitted on the entire publication.

3. If required, the JSDS/LA will host a JWG to resolve the adjudication of the JDDC inputs.

4. The JS J-7 staff will use the language agreed to in the adjudicated comment matrix, to produce the signature draft version of the

publication to include a "Summary of Changes" page. In coordination with the JSDS, the JS J-7 will format the signature draft for approval.

      5. The publication change will be approved IAW the guidance in paragraph 10.c., and a new approval date for the publication will be assigned.

   c. <u>Summary of Fast-Track Joint Doctrine Development</u>

    (1) Recommended by a CCDR, Service Chief, or Director of a Joint Staff directorate.

    (2) Validated by the JDPC or by out-of-cycle staffing.

    (3) Approved for development by the Director of the Joint Staff.

    (4) Developed by a joint doctrine development team in which Services and other interested agencies participate (Figure 3). Actual writing will be performed by the LA or PRA.

    (5) All drafts coordinated at the planner/O-6 level or higher.

    (6) All critical comments resolved at the planner/O-6 level or higher.

    (7) JP approved within approximately 12 months of project approval.

    (8) Tracked monthly with quarterly project status sent to the Director, Joint Staff, JS J-7, CCDRs, and Service Chiefs.

   d. <u>Optional JTP Process</u>. JTP development is an optional part of the joint doctrine development process. A JTP is used for one of two purposes: to field test a validated concept to ensure it is appropriately vetted before incorporation into joint doctrine; or to field test a JTP in which there are significant differences of opinion on key constructs, and a field evaluation is the best method to resolve the issues. Any voting member of the JDDC, with appropriate justification, may request the development and formal evaluation of a JTP. JS J-7 will conduct appropriate staffing IAW reference g. The authority and applicability of doctrine contained in a JTP is limited to the scope of the approved PD. JTPs will not be considered as proposed joint doctrine while under evaluation. Differences of opinion will be included as an appendix to the JTP. JTP distribution will be the same as the distribution of approved JPs. JTPs will be distinctly marked (e.g., "JTP X-XX," on the cover and page headers) to ensure users are aware of the provisional nature of the publication.

Notional Fast-Track Joint Doctrine Timeline

	5.5 Months	.5 Month	1.5 Months	1 Month	1 Month	1 Month	1 Month	.5 Month	.5 Month
	First Draft Development	FD/RFD Draft Prep	FD/RFD Coordination	FC/RFC Comment Adjudication	FC/RFC Draft Preparation	FC/RFC Draft Staffing	FC/RFC Draft Comment Adjudication	Sig Draft Prep	Sig Process
	Lead Agent	J-7	Lead Agent		J-7	Joint Staff Doctrine Sponsor		J-7	JSDS

Milestones (top): Publish Program Directive; FD/RFD Draft Due to J-7 from LA; Distribute FD/RFD Draft; FD/RFD Coord Comments Due; FD/RFD Coord Adjudication Complete (JWG); Distribute FC/RFC Draft; FC/RFC Coord Comments Due; FC/RFC Coord Adjudication Complete (JWG); Forward Signature Draft to SJS; J-7 Approval

12.5 Month Timeline

Legend

Coord	coordination	JP	joint publication	RFC	revision final coordination
FC	final coordination	JSDS	Joint Staff doctrine sponsor	RFD	revision first draft
FD	first draft	JWG	joint working group	Sig	signature
J-7	operational plans and interoperability directorate of a joint staff	LA	lead agent	SJS	Secretary of the Joint Staff
		Prep	preparation		

Figure 3. Notional Fast-Track Joint Doctrine Timeline

(1) Validated concepts, typically associated with the joint concept development process (reference m), can describe substantially new and beneficial ways of accomplishing a particular function or task. Although many new ideas can be considered during the routine process of developing, assessing, and revising existing JPs, some concepts are so comprehensive that they could affect a significant part of an existing JP or require a new JP. In some circumstances, the Joint Requirements Oversight Council may request (or the Chairman may direct) development of a JTP to field-test ideas identified following the completion of the process of identifying DOTMLPF-P implications and capabilities identified in reference f.

(a) Initiation procedures will follow those described in the initiation stage (paragraph 8 of this enclosure) IAW milestones provided in Figure 4. The ED is separate and distinct from the PD and will be developed and coordinated by the EA through the JS J-7 per paragraph 9.d.(2)(c) of this enclosure. The LA/proposer develops the PD draft as a part of the proposal package as described in the initiation stage.

(b) JS J-7 will select an LA and an EA to conduct the evaluation. The LA and EA will collaborate on ED development to ensure it contains the appropriate instructions for evaluation of the validated concept's key components. As the ED is developed by the EA, the LA will concurrently revise the validated

concept into a JTP suitable for evaluation, with the intent to publish a FD for review IAW the timelines established in Figure 4 and the approved PD.

(c) The JTP FD will be staffed with the JDDC and the agency that developed the concept to ensure the FD is suitable for evaluation and captures the validated concept's key elements. The EA, in coordination with the LA and JS J-7, will complete the ED during staffing of the FD.

(d) The LA will resolve issues and revise the JTP FD into a JTP evaluation draft based on initial staffing comments. JS J-7 will approve the JTP evaluation draft, beginning the formal evaluation process (Figure 4). Once the LA publishes the evaluation draft, the EA will evaluate the JTP per subparagraph 9.d.(2) of this enclosure. The JTP preface will clearly note that the document contains conceptual material and will describe the scope and purpose of the evaluation.

(e) When the evaluation is complete, the EA will recommend disposition of the JTP in the final evaluation report. Depending on evaluation results, recommended disposition options could be to discontinue work on the JTP with no impact on joint doctrine, incorporate the JTP or portions of it in existing JPs, or develop the JTP into a new JP. The EA will submit the report to JS J-7 who will either approve the report or determine additional requirements.

(f) If the JS J-7 and JDDC determine that the JTP adds value to current doctrine and should be developed as a new JP (assuming consensus on the final evaluation report), JS J-7 will designate the LA and JSDS (the LA for JP development might not be the same as the LA for JTP development and evaluation). JS J-7 will direct the LA to continue the JP development process by revising the JTP evaluation draft into an FC/RFC draft. From this point, the development process will follow the normal steps for FC/RFC in Figure 1. JS J-7 will determine the potential impact on approved and emerging joint doctrine and describe the nature of potential doctrine changes, identify the JPs that could be affected, and recommend changes to the JP and assessment schedule that might be required to accommodate validated concepts and procedures.
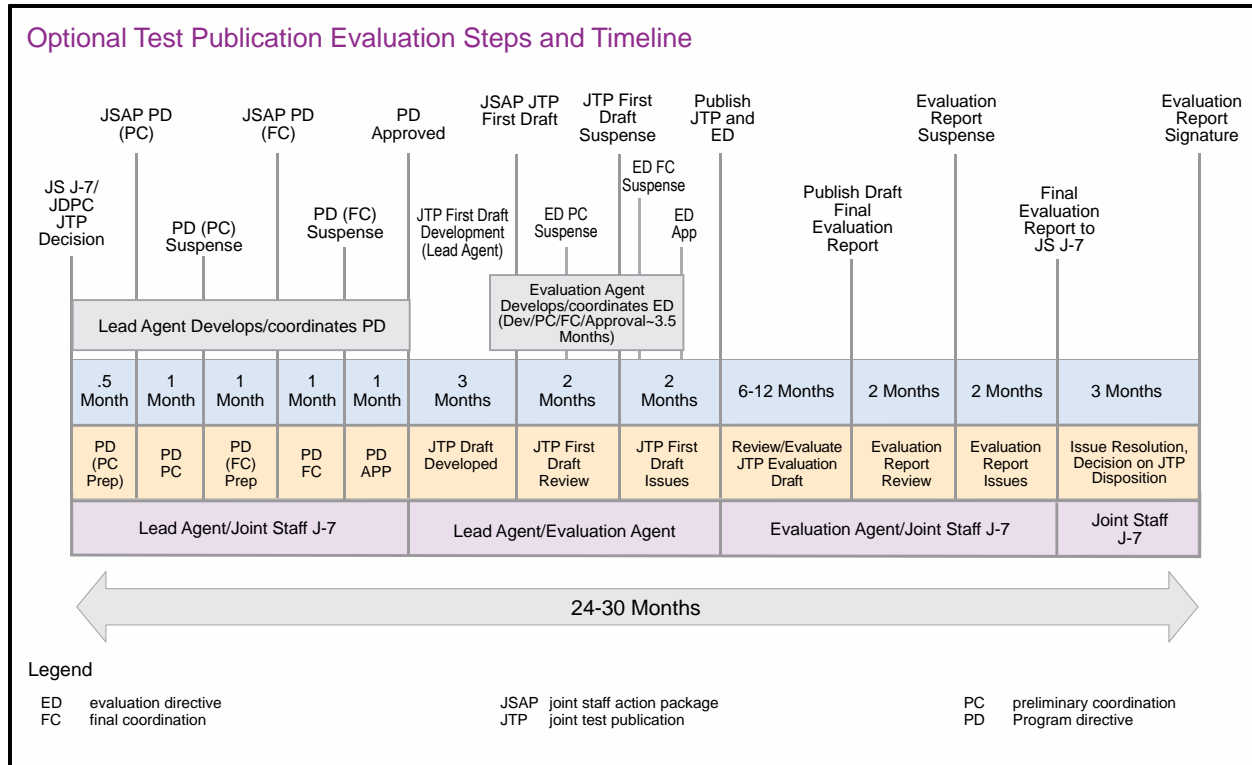
Figure 4. Optional Test Publication Evaluation Steps and Timeline

(g) If the JS J-7 and JDDC determine that a new JP is not required, but that specific content in the JTP should comprise a change recommendation for existing doctrine, then the JTP LA/EA will prepare an appropriate change recommendation package as described in subparagraph 6.b. above. Other relevant and validated portions of the JTP evaluation draft will be forwarded by JS J-7 to the appropriate LA for use during the normal revision process.

(2) Evaluation Process and Procedures

(a) JS J-7 will oversee JTP evaluations to ensure the adequacy, completeness, and consistency of evaluations.

(b) An EA will be identified during the JTP decision process using the following criteria:

1. The EA should be sufficiently staffed, to include the required SMEs to support the data collection and analysis plan, and funded to conduct liaison visits and field evaluation.

2. The EA should be committed to conducting the evaluation from start to finish.

(c) EDs will be developed and staffed with the JDDC. Staffing will proceed as follows during coordination of the FD:

<u>1</u>. The EA develops a proposed ED (see example in Appendix G of this enclosure) and conducts coordination IAW reference g. Assisted by JS J-7, the EA will staff the PC version of the ED with the JDDC.

<u>2</u>. After all comments are received from PC staffing, the EA will make the necessary changes and staff, with the assistance of JS J-7, an FC version of the ED for planner-level coordination to the JDDC.

<u>3</u>. Comment categories (critical, major, substantive, and administrative) used for comments on draft publications should also be used in addressing PC and FC draft ED concerns. A critical comment will require resolution by the EA. If the concern cannot be resolved by the EA, the action will be passed to JS J-7 for resolution.

<u>4</u>. Once FC comments have been resolved, the EA will incorporate the accepted or modified comments into the proposed ED and forward it to JS J-7 for approval and release. This ED will formally notify appropriate CCMDs of the EA's intent to use exercises, operations, evaluations, structured interviews, surveys, other methods, or a combination of these, in their theaters to evaluate the specified JTP. The ED will include the recommended evaluation methods. The JDDC will receive notice of the ED and will be notified of further updates. The ED will be included in the JTP in place of the preface and will be signed by JS J-7.

(d) The EA will select the optimum means available for evaluation. Preference should be given to use of exercises and operations whenever possible.

(e) Differences of opinion provided by comment submitters during the coordination of the JTP, should be made part of the evaluation criteria. Analysis of these significant differences is essential during the test period.

(f) Interim evaluation reports (e.g., results of evaluations conducted during specific exercises and structured interviews) will be provided by the EA, as required, to the joint doctrine POCs for information.

(g) The EA will develop a final evaluation report using observations from interim evaluation reports. After review, JS J-7 will approve the report or return the report for additional work. Once approved, the JS J-7 will send the report to the LA and EA and post it on JEL+.

9. <u>Approval Stage</u>. After staffing has been completed, the JSDS will deliver the adjudicated matrix to JS J-7. Within six weeks, JS J-7 will prepare the signature version of the publication, including the preface, executive summary,

and, with assistance from the JSDS, the summary of changes page, if required. JS J-7 will return the signature version to the JSDS, who will prepare the JSAP staffing package for signature. The signature version represents the JDDC recommendation to CJCS for approval of joint doctrine.

    a. The Joint Staff terminologist will ensure that JP glossaries are correct prior to final approval by the CJCS or a designated representative.

    b. The JSDS forwards the publication through its chain to the J-director, who in turn forwards the publication for signature to the Director, Joint Staff. This process should be completed within 30 days. The JSDS is responsible to update the J-director on the progress of the publication during the staffing process and issues should be adjudicated IAW this manual. If the J-director wishes to make changes to the JDDC agreed signature version, the procedures in reference g will be followed.

    c. JPs are approved and signed as follows:

        (1) By the CJCS for all capstone and keystone doctrinal publications.

        (2) By the Director, Joint Staff for the CJCS, for the remainder of JPs listed on the joint doctrine hierarchy.

    d. JS J-7 will notify the JDDC through joint doctrine distribution (JDD) when a new publication or revised JP has been signed, and then post, as appropriate, the signed publication to the NIPRNET JEL+ and the JEL and SIPRNET JEL+. JPs that are considered controlled unclassified information (CUI) will not be posted to the public facing JEL. The JSDS will recommend and the JWG will vote on whether a JP will be handled as CUI. Requests for release authority of a CUI JP should be directed to the JSDS.

10. <u>Maintenance Stage</u>. The purpose of the maintenance stage is to monitor the efficacy of new or revised JPs after approval to ensure their relevance; provide a mechanism for the joint community's informal and formal feedback; and develop recommendations as to whether and when the JDDC should change, fully revise, or cancel the JPs or consolidate with another. The maintenance stage begins with the signature of the JP and lasts through approval of the FAR.

    a. <u>JP Assessments</u>. The utility and quality of approved JPs should be actively and continuously assessed. There are two types of assessments: those provided by users through user feedback, and those provided by the AA through the formal assessment process.

        (1) <u>User Feedback</u>. The joint community is encouraged to assess the value of each publication and submit comments to the AA whenever there is a

perceived need for modification of any kind. Procedures for submitting user recommendations are contained in the administrative instructions appendix of each JP. These comments will be incorporated into the publication's assessment. If the comments are of an urgent nature, the AA will forward the comments to JS J-7 and LA for immediate processing.

(2) Formal Assessment. The AA will conduct formal assessments to address the usefulness of existing joint doctrine. The AA will not concentrate solely on a single publication, but also will consider related JPs. When real-world operations or exercises are used as publication assessment vehicles, several publications may be simultaneously assessed. The focus of these exercise/operational observations is limited to the gathering of information relative to the revision of joint doctrine and not to assess or evaluate individual or unit performance. The results of the assessment can spill over into other publications and may require their modification. These assessments will focus on out-of-date material, inconsistencies with other JPs, doctrinal voids, and the readability of the publication. They also will address whether publications should be reorganized, consolidated, or deleted in whole or in part.

b. Assessment Timeline. The AA will normally begin the formal assessment 24 to 27 months after publication approval, in preparation for beginning the revision at the 3.5-year anniversary of the publication in the event a full revision is directed.

(1) Early Formal Assessment. If any member of the JDDC determines that an early revision of a JP is necessary, they will submit a detailed justification to JS J-7 for consideration. This justification must address the reason for the request for early revision and the impact on the joint warfighter if the publication is not revised.

(a) Reasons for early revision include:

1. Lessons identified in actual operations or experimentation that require changes to joint doctrine.

2. Significant changes in operational capability or organizational structure.

3. Changes in DoD or CJCS policy.

(b) The early revision request should include justification as to why a change to the approved JP would not suffice to update the publication. At a minimum, this justification package should consider the following: publication issues; analysis of joint, Service, or multinational doctrine; data gathered from assessment team research; JLLIS information; JP database; joint exercise and operation observations; subject matter interviews; and related joint concepts.

(c) If approved, JS J-7 will conduct an early formal assessment based on extent of change, elapsed time since last revision, and anticipated value added of an assessment conducted under the circumstances.

(2) <u>Formal Assessment</u>. The formal assessment is conducted in preparation for revision of the publication, whether early or scheduled.

c. <u>Methodology</u>. The AA will develop an assessment plan that typically will specify multi-disciplined assessment opportunities and vehicles (real-world operations and exercise observations, interviews, questionnaires, or other inquiries) to gather data for publication assessments. The assessment plan will also include a review of lessons learned, validated concepts and results of joint experiments conducted by CCMDs, Services, CSAs, and other organizations involved in the development of joint doctrine. When referring to lessons learned, they should be cited by reference number and source. A variety of headquarters and directorates in various Services and CCMDs, as well as the Joint Staff, doctrine and education institutions, and other organizations that may provide important inputs, will be queried to provide feedback for the publication being assessed. This research should identify relevant sections of publications and other sources that are pertinent to an accurate analysis and provide support for the assessment's recommendations.

d. <u>RFF</u>. During the formal assessment process, among other data collection methods, the AA will prepare an RFF in the form of a questionnaire. The AA develops RFF questionnaires in coordination with the LA and JSDS. Questions consist of two types: general and specific. General questions request feedback on such areas as scope, organization, readability, consistency with other doctrine, and graphics, photos, and vignettes. These questions are normally the same or very similar for all publication assessments. Comments should not be made on the Executive Summary in an RRF. All comments should reflect text from the body of the JP. To reduce or eliminate PD coordination, general RFF questions on the scope, table of contents, and organization are also intended to produce a PD ready for approval when the FAR packet is approved by JS J-7. Specific questions are based on issues, concerns, or changes to guidance or policy and may be derived from research, discussion with SMEs, observations from exercises or on-going operations, lessons learned or other venues. Specific questions usually focus on a single aspect of the publication's content. Questionnaires also request feedback on the type of revision that should be conducted and whether or not the reader believes there is a need for an urgent change to the publication. In turn, JS J-7 will generate a JSAP staff action for the RFF and will disseminate the RFF questionnaire to the JDDC via e-mail for AO level comments. The RFF JSAP will solicit comments and recommended changes with a 90-day suspense. Responses to RFF questions, other comments, and change recommendations will be inserted in a preformatted matrix and analyzed by the AA for suitability

in the publication's revision. Detailed and in-depth answers to the RFF questions and appropriate line-out/line-in changes to the existing text are extremely important to the assessment process. Since this feedback is the primary input for a potential RFD, the quality of the RFD can be affected by the quality of the RFF responses submitted. Analysis of RFF responses and research by the AA should also determine whether or not the draft PD in the FAR packet should be approved as submitted or recommended for further coordination by the JDDC.

e. Outcomes

(1) The AA will complete the FAR within 90 days following the suspense date for RFF comments. The FAR may include one of the five following recommendations concerning the JP and also include a recommendation on reducing or eliminating PD coordination upon FAR approval:

(a) Recommend the JP's revalidation as current and assignment of a revalidation date below the JP's cover date and update paragraph 3 in the administrative instructions appendix.

(b) Suggest a change in lieu of revision to update the publication, if the total changes (including any previously applied changes) are less than 20 percent of the JP.

(c) Recommend the publication's consolidation with one or more other JPs.

(d) Recommend the publication's cancellation.

(e) Recommend the publication's revision on schedule IAW the Joint Doctrine Campaign Plan.

(2) Consolidation or cancellation recommendations will result in agenda items at the next JDPC.

(3) The AA will forward the FAR for JS J-7 approval. FARs will contain an assessment summary, a detailed report with a consolidated matrix of all assessment comments, specific change recommendations where appropriate, a proposed PD with a recommendation to approve as is or undergo further coordination, and a review and recommendations of relevant universal joint task. Findings and recommendations in the FAR should be part of the revision process and considered by the LA or JSDS in preparing the revision, although they are still subject to approval through the joint doctrine development process.

(4) JS J-7 will review and coordinate the report with the LA and JSDS in order to issue a promulgation memorandum within 30 days that approves, disapproves, or modifies the FAR recommendations. JS J-7 will send the promulgation memorandum, with the FAR as an enclosure, to the JDDC, JSDS, and LA by e-mail for information and appropriate action.

(5) If further coordination of the PD is required, the LA will review and make changes, as required, to the draft PD, then forward it to JS J-7 for staffing. Staffing will be based on the development cycle for the given JP, at which time the JS J-7 will prepare the JSAP and initiate preliminary staffing of the PD. Staffing and publication of the PD follows the procedures in paragraph 5.d. above.

(6) Report to the Semiannual JDPC. JS J-7 will present a briefing to each semiannual JDPC outlining assessment activities since the last meeting. This briefing will include findings, recommendations, doctrinal voids, trends, and scheduled activities for the next six months.

   f. Consolidation of JPs. Any JDDC voting member or director of a Joint Staff directorate may propose consolidation of two or more JPs using the procedures for proposing publication development. The actual consolidation recommendation is determined by the JDDC voting members during the JDPC. Subsequent to the JDPC recommendation, JS J-7 will approve or disapprove the consolidation recommendation and take the appropriate action.

11. Cancellation of JPs

   a. At any point in the life cycle of a JP a determination may be reached that a JP is no longer required.

   b. Some JPs may be recommended for cancellation during the normal assessment and proposed to the JDDC at a JDPC.

   c. The LA and/or JSDS may determine that the JP should either be canceled based on a lack of background material or because the topic is no longer relevant to the joint force. Alternatively, the LA or JSDS may find that the material has value, but is better suited for consolidation in another JP. The LA and/or JSDS (supported by the J-7 AO) will prepare a recommendation for Deputy Director (DD) Joint Education and Doctrine (JED) consideration. If DD JED concurs with the proposal, JDD should coordinate the proposed cancellation with the JDDC IAW reference g. If approved, JS J-7 will submit a memorandum of cancellation for DJ-7 approval. The signed memorandum constitutes cancellation of the JP. If DD JED or the DJ-7 nonconcur with the recommendation to cancel a JP, the action will be returned to the LA/JSDS for re-work.

d. Any JDDC member may request JP cancellation by submitting a proposal for consideration during a JDPC. All cancellation proposals must be supported by sound rationale and staffed with the LA and JSDS before presentation to the JDPC. If agreed and supported by JDPC vote, the cancellation recommendation will be included in the JDPC memorandum for approval by the DJ-7.

e. Once cancelled, the JP will be removed from the hierarchy and from the JEL and JEL+. The signed DJ-7 signed memorandum will be promulgated on JEL+ for record purposes for not less than one year.

APPENDIX A TO ENCLOSURE B

SAMPLE PROJECT PROPOSAL FORMAT

(Letterhead)
Reply ZIP Code:
(Zip Code)   (date)

MEMORANDUM FOR DIRECTOR, J-7, JOINT STAFF

Subject: Joint Doctrine for (Proposed Project Title) Project Proposal

1. Purpose. To recommend development of a joint doctrine publication for (state the proposed title or give a brief description).

2. Background. (Discuss relevant background information that engendered the project. Include as a minimum the apparent void that exists, research conducted to indicate a need for this project, and how the project on the subject will enhance the operational effectiveness of joint U.S. forces.)

3. Scope. (Provide detailed recommendations as to what this project should cover. This should easily transfer to the program directive.)

4. Recommended Target Audience. (Specify intended users.)

5. References. (List the existing relevant joint, Service, and multinational publications to be considered.)

6. Recommended Lead Agent. (Recommend one.)

7. Urgency. (Normally "Next JDPC"; or "Now" for critical voids only.)

8. Other Relevant Information. (Specify as required.)

9. Point of Contact. The (organization) point of contact is (name, rank, phone number, and e-mail address).

(Name)
(Rank)
(Title)

Enclosure (if needed)

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APPENDIX B TO ENCLOSURE B

SAMPLE PROGRAM DIRECTIVE FORMAT

(Letterhead)

Reply ZIP Code:
(Zip Code)   (date)

MEMORANDUM FOR JOINT DOCTRINE DEVELOPMENT COMMUNITY

Subject: Program Directive for Joint Publication X-XX, Title

1. <u>Purpose</u>. This memorandum provides the content outline, milestones, and guidance for the [development/revision] of JP (number), (title). This memorandum also assigns [organization] as the Lead Agent (LA), [organization] as PRA (if applicable), and the [Joint Staff directorate] as the JSDS.

2. <u>Background</u>. (Discuss relevant background information that engendered the project. Include such things as the FAR or FEA that validated development or revision and the JDPC decision regarding the project.)

3. <u>Scope</u>. (Concisely describe the aspect of joint force operations that will be explained in the JP. This statement will be used verbatim in the preface of the JP, and the target audience is the joint force reader, though it will also guide those involved in the publication's development/revision. Once the PD is approved, any substantive or higher level changes to this paragraph will be accomplished IAW paragraph 8.d.(5) of Enclosure B, "Joint Doctrine Development Process," under the initiation stage.)

4. <u>Content Outline</u>. See Enclosure 1 (Provide a detailed chapter outline as Enclosure 1 based upon draft outline in project proposal, read-ahead package, or as agreed upon in the PD JWG.)

5. <u>Recommended Target Audience</u>. (Provide recommended target audience. Example: This publication provides guidance to the Joint Staff, CCDRs, subordinate JFCs, component commanders, Services, combat support agencies, the NGB, and their staffs. This publication also provides information to U.S. Government departments and agencies, intergovernmental organizations, nongovernmental organizations, and the private sector.)

6. <u>References</u>. This JP will be [developed/revised/changed] IAW reference c, Joint Doctrine Development System, and Chairman of the Joint Chiefs of Staff

the LA/JSDS will use relevant DoD and CJCS issuances; joint, Service, multi-Service, and multinational doctrine; DD J-7 Joint Staff, Joint Doctrine Analysis Division formal assessment results; lesson learned from recent operations and exercises; and other pertinent regulations and manuals in [developing/revising/changing] this JP.

7. Other Sources of Information to be Considered. (Cite other potential sources, such as policy statements and other documents. The use of JLLIS validated observations from recent operations and exercises to identify appropriate issues is encouraged.)

8. Project Development Milestones

    a. Revision First Draft (RFD): MO YR (5.5 months after PD approval)

    b. Final Coordination: MO YR (11 months after PD approval)

    c. Approval: MO YR (17.5 months after PD approval)

9. The LA is directed to coordinate with members of the JDDC and other agencies as required in the course of the project development. Direct liaison is authorized between relevant agencies IAW CJCSI guidance.

10. JP 1-02 terminology will be used to the greatest extent possible during the [development/revision] of this (project/publication). New or modified JP 1-02 terms should only be used when such terms are essential to the development and understanding of the proposed doctrine. **Terms that are no longer used or needed for this publication should be identified and proposed for deletion or recommended for another JP proponent.**

11. Other Relevant Information. (Specify.)

12. Points of Contact. (e.g., LA, PRA, JSDS, TRA if any, AA, JS J-7). Include DSN, commercial phone, and e-mail.

(Director, J-7, signature block)

APPENDIX C TO ENCLOSURE B

JOINT DOCTRINE RESEARCH SOURCES (BY TYPE)

Note: This list is designed to assist the doctrine developer or reviewer in identifying sources that may be useful in product completion. This is neither an all-inclusive list, nor is it meant to limit the doctrine developer from consulting other sources as appropriate.

1. FARs.

2. Other joint doctrine.

3. Service doctrine.

4. Multi-Service publications.

5. Joint, CSA, and Service lessons learned.

6. Exercise and operation after-action reports (e.g., commander's hotwash report, commander's summary report).

7. Trip reports.

8. CJCS directives (to include CJCS instructions, manuals, guides, handbooks, and notices; and other CJCS directives to the commander of CCMDs).

9. DoD directives and instructions.

10. U.S. Code.

11. Joint and Service periodicals/newsletters (e.g., Naval Institute Proceedings, Joint Force Quarterly, A Common Perspective).

12. Books.

13. Studies.

14. Standard operating procedures.

15. Interviews.

16. Oral histories.

17. Independent documents from the NIPRNET and SIPRNET.

18. Websites dedicated to particular subject areas.

19. U.S. Government websites.

20. Concept papers and transformation change recommendation packages (DOTMLPF-P packages).

21. Mission training guides.

22. Universal Joint Task List (UJTL).

23. News periodicals (e.g., Time magazine).

24. Newspapers.

25. News agencies.

26. United Nations publications, treaties (e.g., Geneva and Hague conventions), and publications from other intergovernmental organizations.

27. Multinational publications (military and civilian) (e.g., allied publications).

28. Databases.

29. U.S. military education institutions (e.g., School of Advanced Studies) and foreign military education institutions, (e.g., Bulletin d'Etudes de la Marine).

30. Exercises/war games.

31. Seminars/conferences/JWGs (e.g., worldwide civil affairs conference, personnel recovery conference).

32. Other U.S. Government departments and agencies.

33. Executive orders.

34. National security Presidential directives/Presidential decision directives/Presidential policy directives

35. Presidential or Secretary of Defense (SecDef) guidance (e.g., Unified Command Plan, SecDef memorandums).

36. Interagency memorandums of agreement and understanding.

37. Operation plans.

38. CCMD and joint task force (JTF) operation orders.

39. JDPC documents.

40. AJODWG documents.

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APPENDIX D TO ENCLOSURE B

SAMPLE DOCTRINE TASKER E-MAIL

FROM: (sender)
TO: JDDC
SUBJ: TASKER—JP (publication number), (title), (name of action,
[Preliminary Coordination Program Directive (PC PD)]), (JSAP #)
DATE: (DD MMM YY)

Attachments: (Include the JS Form 136, the document being reviewed, the previously adjudicated CRM, if any, and other documents relevant to the staffing.)

COMMENTS:

1. The subject JSAP has been formally tasked in the JSAP system on SIPRNET IAW CJCSI 5120.02 and CJCSM 5120.01 for (AO or O-6/planner)-level coordination.

2. Coordination instructions are provided in the attached JS Form 136.

3. Comments are due NLT (Suspense date-DD MMM YY).

NOTE: This e-mail notification will be sent to JDDC distribution via NIPRNET and SIPRNET.

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APPENDIX E TO ENCLOSURE B

SAMPLE COMMENT MATRIX AND LINE-OUT/LINE-IN FORMAT

1. General. The sample CRM in Table 1 is the format for submitting comments on draft PDs and when the JDDT is not used for joint doctrine draft publications (e.g., classified publications on SIPRNET). The sample adjudicated comment in Table 2 shows an example of how to adjudicate comments. Except as noted below, an entry is required in each of the columns.

2. Column 1: ITEM. Numerical order of consolidated comments based on an original sort by page number. Numbers in this column are added by the LA or JSDS after all inputs are received from the sources.

3. Column 2: #. Used to track comments by source. Manually enter numbers from the first to the last comment. These numbers will stay with the comment and will not change when consolidated with other comments.

4. Column 3: SOURCE

    NORAD—U.S. Element, North American Aerospace Defense Command
    EUCOM—U.S. European Command
    CENTCOM—U.S. Central Command
    NORTHCOM—U.S. Northern Command
    SOUTHCOM—U.S. Southern Command
    SOCOM—U.S. Special Operations Command
    TRANSCOM—U.S. Transportation Command
    STRATCOM—U.S. Strategic Command
    PACOM—U.S. Pacific Command
    AFRICOM—U.S. Africa Command
    USA—U.S. Army
    USN—U.S. Navy
    USMC—U.S. Marine Corps
    USAF—U.S. Air Force
    USCG—U.S. Coast Guard
    J1—J-1
    J2—J-2
    J3—J-3
    J4—J-4
    J5—J-5
    J6—J-6
    J7—J-7
    J8—J-8
    LC—Joint Staff Office of Legal Counsel

IMD—Joint Staff Information Management Division

DCMA—Defense Contract Management Agency
DTRA—Defense Threat Reduction Agency
DHA—Defense Health Agency
DIA—Defense Intelligence Agency
DLA—Defense Logistics Agency
DISA—Defense Information Systems Agency
NSA—National Security Agency
NGA—National Geospatial-Intelligence Agency
NGB—National Guard Bureau

5. Column 4: TYPE. C—Critical; M—Major; S—Substantive; A—Administrative (for FC/RFC only).

6. Column 5: PAGE. Page number expressed in decimal form (Page I-2 = 1.02, Page IV-56 = 4.56, etc.) and for Appendices in modified decimal form (Page A-2 = 51.02 and Page B-A-3 = 52.01.03). Use the following convention:

    0—General Comments
    0.xx—Preface, TOC, Executive Summary (Page i=0.01; Page xi=0.11)
    1.xx—Chapter I
    2.xx—Chapter II
    3.xx—Chapter III
      etc.
    10.xx—Chapter X
    11.xx—Chapter XI
      etc.
    51.xx—Appendix A
    52.xx—Appendix B
    52.01.xx—Annex A to Appendix B
    52.01.03xx—Tab C to Annex A to Appendix B
    53.xx—Appendix C
      etc.
    59.xx—**not used** (Since JPs do not contain an Appendix I, the
      number 59.xx is skipped.)
    60.xx—Appendix J
    61.xx—Appendix K
    72.xx—not used (Since JPs do not contain an Appendix V, the
      number 72.xx is skipped.)
    73.xx—Appendix W
    74.xx—**not used** (Since JPs do not contain an Appendix X, the
      number 74.xx is skipped.)
    75.xx—Appendix Y
      etc.

99.xx—Glossary

NOTE: An entry in the Page column should be used when commenting on draft JPs. An entry is not required for comments on draft PDs, but if used, enter the page number as a whole number (1, 2, 3, etc.). PDs are normally sorted by line number; the page number and paragraph number help locate the comment.

7. <u>Column 6: PARA</u>. Paragraph number that pertains to the comment expressed (e.g., 4a, 6g).

NOTE: Comments should not be made on the Executive Summary in an RRF. All comments should reflect text from the body of the JP.

8. <u>Column 7: LINE</u>. Line number on the designated page that pertains to the comment, expressed in decimal form (e.g., line 1=1, line 4-5 = 4.5, line 45-67 = 45.67). For figures where there is no line number, use "F" with the figure number expressed in decimal form (e.g., Figure II-2 as line number F2.02). For appendices, use the "F" and the appendix letter with the figure number (e.g., Appendix D, figure 13 as line number FD.13; Appendix C, Annex A, Table 3 as line number FCA.07)

9. <u>Column 8: COMMENT</u>. General comments, comments, or comment text will be in line-out/line-in format, with line-out material preceding line-in material. Include material to be deleted in the comment in the red strikethrough mode **(~~line out~~).** Include material to be added in the comment with blue underlining **(<u>line in</u>).** To facilitate adjudication of comments, copy complete sentences into the matrix so that it will not be necessary to refer back to the publication to understand the rationale for the change. **Comments submitted not using the ~~line out~~/<u>line-in</u> format will not be accepted. Do not use Microsoft Word Tools, "Track Changes" mode, to edit the comments in the matrix.** Any changes made with track changes will be lost when matrices are combined. Do not combine separate comments into one long comment in the matrix when comments come from separate paragraphs (e.g., five comments from separate paragraphs rolled into one). Comments may be combined from the same sentence or paragraph when the flow of recommended changes is disrupted over several matrix entries. Comments must include rationale with exact references whenever possible. When suggesting additional text, specific text must be included with the comment in order for it to be incorporated.

10. <u>Column 9</u>: RATIONALE

 a. **Note: Comments without sufficient rationale or substantiation may be rejected without comments or "noted" by the LA or JSDS.**

b. Concise explanation of the rationale for the comment. Preface explanation with descriptors like "Clarity," "Correctness," or "Completeness," for example, to help frame the argument. Comment submissions must be substantiated and devoid of personal opinions.

11. <u>Column 10</u>: DECISION

a. Accept ("A"), reject ("R") (rationale required for rejection), accept with modification to the comment ("M") (rationale required for modification), overcome by events ("OBE") (refer to item number that caused the OBE), or noted ("Noted") for comments that are non-specific and contain information that cannot be readily incorporated. OBE should not be used if the intent of the recommended change is not captured in the comment being accepted. In this case the comment should be rejected. OBE is acceptable if the text being commented on is removed by another accepted comment.

b. NOTE: This column is for the LA and/or JSDS use only. No rationale is required for accepted items. Rationale for rejection is placed in the rationale comment box and highlighted for clarity. Rationale for rejection of comments (except administrative) must be substantiated. For modifications, the complete modified language will be placed (and annotated) as the bottom entry for that item in the "Comments" column and the rationale for the modification placed in the rationale comment box and highlighted for clarity.

12. LA or JSDS, when reviewing the collated CRM, will follow these steps:

a. Ensure all comments are in one consolidated CRM.

b. Do not alter the original comment text (originator, comment, rationale, etc.).

c. To indicate modifications, type your command/Service name/Joint Staff directorate immediately below (within the same cell) the original comment (e.g., "USTRANSCOM mod:"). Ensure that the original text from the JP is included in its entirety when modifying a comment. If only adding text to the original comment, simply copy and paste the entire comment and insert the additional text. If rejecting all or part of the commenter's deletions to the original text, copy/paste the original text from the document and make modifications to that comment.

d. Use this pasted version of the comment to indicate the modification. Use line-out/line-in.

e. In the rationale box (in the next cell over to the right), provide rationale for the modification. Flag it with your organization.

f. In the "DSN (A/R/M)"column, provide your new recommended adjudication, similarly flagged with your organization's name (e.g., "USTRANSCOM: M.").

g. If no modification is involved, indicate your recommended adjudication and rationale statement in their respective columns, again flagged with your organization's name.

ITEM	#	SOURCE	TYPE	PG (LINE)	COMMENT	RATIONALE	DSN (A/R/M)	MODIFICATION	MOD RTNLE
371	1029	Joint Staff	A	018(38) - 018(38)	Areas that require joint fires to support operational maneuver.	Clarity-- avoid writing "support to support."			
372	1442	USMC	S	019(07) - 019(10)	(4) **Synchronizing Command and Control Assets.** The JFC utilizes C2 to synchronize efforts in a number of key areas, such as ISR and associated processing, exploitation, and dissemination (PED) capabilities. Appropriate joint, Service, and national agencies engaged in ISR activities must support the efforts to integrate and synchronize fires.	Do not use this acronym when it is not addressing the pure intelligence function of PED.			
373	656	USN	A	019(07) - 019(09)	The JFC utilizes C2 to synchronize efforts in a number of key areas, such as ISR and associated processing, exploitation, and dissemination (PED) capabilities.	PED previously established.			
374	1030	Joint Staff	S	019(07) - 019(11)	The JFC utilizes exercises C2 to synchronize efforts in a number of key areas, such as intelligence, surveillance, and reconnaissance (ISR) and associated processing, exploitation, and dissemination (PED) capabilities. Appropriate j Joint, Service, and national agencies engaged in ISR activities must support the efforts to integration e and synchronization of e fires. To support the synchronize ation of fires, C2 capabilities must be responsive to the user, and be capable of real-time information management and data processing.	Clarity &succinctness. Vague reference to "efforts in a number of key areas," with no discussion, is useless.			
371	1029	Joint Staff	A	018(38) - 018(38)	Areas that require joint fires support to support operational maneuver.	Clarity-- avoid writing "support to support."			

Table 1. Sample Standard Comment Matrix

ITEM	#	SOURCE	TYPE	PG (LINE)	COMMENT	RATIONALE	DSN (A/R/M)	MODIFICATION	MOD RTNLE
371	1029	Joint Staff	A	018(38) - 018(38)	Areas that require joint fires ~~support~~ to support operational maneuver.	Clarity-- avoid writing "support to support."	A		
372	1442	USMC	S	019(07) - 019(10)	(4) **Synchronizing Command and Control Assets.** The JFC utilizes C2 to synchronize efforts in a number of key areas, such as ISR and associated processing, exploitation, and dissemination ~~(PED)~~ capabilities. Appropriate joint, Service, and national agencies engaged in ISR activities must support the efforts to integrate and synchronize fires.	Do not use this acronym when it is not addressing the pure intelligence function of PED.	OBE 374		
373	656	USN	A	019(07) - 019(09)	The JFC utilizes C2 to synchronize efforts in a number of key areas, such as ISR and associated ~~processing, exploitation, and dissemination~~ (PED) capabilities.	PED previously established.	R		
374	1030	Joint Staff	S	019(07) - 019(11)	The JFC ~~utilizes~~ exercises C2 to synchronize ~~efforts in a number of key areas, such as~~ ISR and associated processing, exploitation, and dissemination (PED) capabilities. ~~Appropriate j~~Joint, Service, and national agencies engaged in ISR activities ~~must~~ support the ~~efforts to~~ integrat~~ion e~~ and synchroniz~~ation of e~~fires. To ~~support the~~ synchronize ~~ation~~ of fires, C2 capabilities must be ~~responsive to the user, and be~~ capable of real-time information management and data processing.	Clarity &succinctness. Vague reference to "efforts in a number of key areas," with no discussion, is useless.	M	JWG MOD: (4) **Synchronizing Command and Control Assets.** The JFC ~~utilizes~~ exercises C2 to synchronize ~~efforts in a number of key areas, such as~~ intelligence, surveillance, and reconnaissance (ISR) and associated processing, exploitation, and dissemination ~~(PED)~~ capabilities. ~~Appropriate j~~Joint, Service, and national agencies engaged in ISR activities ~~must~~ support the ~~efforts to~~ integrat~~ion e~~ and synchroniz~~ation of e~~fires. To ~~support the~~ synchroniz~~e~~ ~~ation~~ of fires, C2 capabilities must be ~~responsive to the user, and be~~ capable of real-time information management and data processing.	
371	1029	Joint Staff	A	018(38) - 018(38)	Areas that require joint fires ~~support~~ to support operational maneuver.	Clarity-- avoid writing "support to support."	A		

Table 2. Sample Joint Publication Adjudicated Matrix

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APPENDIX F TO ENCLOSURE B

PROCEDURES TO COMMENT ON ADJUDICATED COMMENT MATRIX

1. The adjudicated CRM will be forwarded to the JDDC a minimum of 10 working days prior to a JWG for review and preparation for the JWG. Typically, a JWG will be held for the FC/RFC. However, if the LA, JSDS, and JS J-7 agree that a JWG is not necessary due to the limited number of comments on an FC/RFC (there can be no critical comments), the adjudicated CRM may be staffed for comment instead. The procedures for commenting on the adjudicated CRM are:

   a. **Do not change anything in the original adjudicated CRM.**

   b. Copy the entire row of the comment on which you wish to comment from the adjudicated CRM into a new CRM. Ensure that the original item number is retained in the new CRM. This will have to be entered manually for each item.

   c. Do not alter the original comment text or adjudication when inserting into the new matrix.

   d. If text modification is desired, copy the originator's comment in its entirety, paste it below (within the same cell), and tag with the CRA's organization (e.g., USN mod).

   e. Use ~~line-out~~/<u>line-in</u> format to indicate modification (Table 3).

   f. Provide rationale for modification and flag.

   g. In the modification column, provide new recommended adjudication (e.g., USN–M [modify])

   h. If your organization wishes to recommend a change to the adjudication, provide recommended adjudication and rationale for the change.

2. The JSDS and JS J-7 will review all comments on the new adjudicated CRM to ensure that they do not conflict with other comments in the original adjudicated CRM. Should there be a change to the adjudication of a major comment, the change will be sent to the JDDC for further comment.

ITEM	#	SOURCE	TYPE	PG (LINE)	COMMENT	RATIONALE	DSN (A/R/M)	MODIFICATION	MOD RTNLE
		Joint Staff	A	018(38) - 018(38)	Areas that require joint fires ~~support~~ to support operational maneuver.	Clarity-- avoid writing "support to support."	A	USTRANSCOM - M	
		USN	A	019(07) - 019(09)	The JFC utilizes C2 to synchronize efforts in a number of key areas, such as ISR and associated ~~processing, exploitation, and dissemination~~ (PED) capabilities.	PED previously established.	R	USTRANSCOM - A	
		Joint Staff	S	019(07) - 019(11)	The JFC ~~utilizes~~ exercises C2 to synchronize ~~efforts in a number of key areas, such as~~ ISR and associated processing, exploitation, and dissemination (PED) capabilities. ~~Appropriate j~~Joint, Service, and national agencies engaged in ISR activities ~~must~~ support the ~~efforts to~~ integrat~~ion e~~ and synchroniz~~ation of e~~fires. To ~~support the~~ synchroniz~~e ation~~ of fires, C2 capabilities must be ~~responsive to the user, and be~~ capable of real-time information management and data processing.	Clarity &succinctness. Vague reference to "efforts in a number of key areas," with no discussion, is useless.	M	USTRANSCOM - R	
		Joint Staff	A	018(38) - 018(38)	Areas that require joint fires ~~support~~ to support operational maneuver.	Clarity-- avoid writing "support to support."	A	USTRANSCOM - M	
		USN	A	019(07) - 019(09)	The JFC utilizes C2 to synchronize efforts in a number of key areas, such as ISR and associated ~~processing, exploitation, and dissemination~~ (PED) capabilities.	PED previously established.	R	USTRANSCOM - A	

Table 3. Sample Comments on Adjudicated Comment Matrix

APPENDIX G TO ENCLOSURE B

SAMPLE EVALUATION DIRECTIVE

Reply ZIP Code:
20318-7000

MEMORANDUM FOR: Distribution List

Subject: Evaluation Directive for Joint Test Publication X-XX
Enclosure: Data Collection and Analysis Plan

1. Purpose. This evaluation directive identifies responsibilities, evaluation criteria, and methodology for the evaluation of Joint Test Publication X-XX.

2. Background. (Includes the scope and history of the project and other relevant information.)

3. Responsibilities. (Identifies general responsibilities of the lead agent, EA, and other members of the joint doctrine development community regarding the evaluation.)

4. Evaluation Methodology. (Highlights the methodology for conducting the evaluation.)

5. Evaluation Criteria. (Lists the general and specific aspects of the concept that requires evaluation.)

6. Completion Date. (The date the final evaluation report is due to Joint Staff J-7 for release to the lead agent.)

7. Amplifying Information. (Provides information on the development, coordination, and distribution of evaluation results and the evaluation report, joint lessons learned validated observations, and joint exercise planning guidance.)

8. Administrative Instructions. (Lists any additional administrative remarks.)

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ENCLOSURE C

JOINT DOCTRINE DEVELOPMENT TOOL (JDDT)

1. <u>General</u>. The JDDT is a collaborative, Web-based application residing on the NIPRNET and requiring common access card (CAC) access, that implements automated business process capabilities to improve the joint doctrine development process. This enclosure establishes guidelines for the use of the JDDT.

2. <u>The Joint Doctrine Development Tool</u>

    a. <u>Overview</u>. The JDDT automates joint doctrine development staffing and coordination. It includes an embedded animated user training module and a printable user's guide. It is a subsystem component of the umbrella JDEIS information technology system and deployed on the NIPRNET along with the JEL+ Web portal. JEL+ and JDDT are considered one interrelated capability under the JDEIS program for purposes of information system certification and accreditation (see Enclosure F for more information).

    b. <u>Functions</u>. The primary functions of the JDDT are to enable the distribution of a draft publication by JS J-7 for coordination within the Joint Staff and among other DoD entities and to create, preserve, collect, and consolidate comments on the draft(s) into a common database. The JDDT also facilitates the review and adjudication of large numbers of comments on draft documents. Upon collection and consolidation of these comments, they may be distributed and displayed in database format among the JDDC to further the coordination and adjudication process. The tool also offers management and administration features for designated JS J-7 AOs and other JSDSs and LAs in the doctrine development process.

    c. <u>Description</u>. The JDDT consists of a central comment and draft publication database and a Web application for distribution, collation, and tracking of comment data, and the entering, reviewing, adjudicating, and editing of comment data. It is designed to handle JPs, but can easily accommodate other types of documents such as CJCSIs and CJCSMs. The system facilitates capture and adjudication of comments made against a draft document. It is also capable of generating various reports to assist in the management, analysis, and assessment of comment data.

    d. <u>User Types</u>. The JDDT supports two classes of users: primary reviewers and contributing reviewers.

(1) <u>Primary Reviewers</u>. Primary reviewers are individuals and organizations that are typically assigned to review draft JPs. Primary reviewers may use a CAC-logon by associating their JDDT account to their CAC. This can be accomplished in the user's profile. They represent commands and agencies that are established members of the JDDC. They may function in any one of five roles. With the exception of the JS J-7 administrator, the role a particular command or agency has depends upon which JP is being staffed. For example, JS Directorate of Logistics may be the adjudicator for a logistic publication and simultaneously a commenter on an intelligence publication. The consolidator role is a combination of commenting and adjudicating.

(2) <u>Contributing Reviewers</u>. Contributing reviewers are individuals or organizations that possess some specialized knowledge or interest in a draft JP, but not registered as a primary reviewer within the JDDT. A JDDC member organization (primary reviewer) informs a contributing reviewer of a requirement to review and comment on a JP draft in the JDDT as a contributing reviewer. The contributing reviewer creates a user name and password (user name is their e-mail address). A key code is given to the contributing reviewer (often prescribed by the assigning user or the command/Service tasking authority) for the contributing reviewer to open a particular JP draft and create comments. The contributing reviewer can create their own unique key. A primary reviewer or a contributing reviewer can upload and save contributing reviewers' comments using the contributing reviewer's key. Once these comments are saved by the primary reviewer, they are automatically consolidated in that user's comment matrix and become part of the official JDDT database of comments for a particular JP draft.

(a) The assigning primary reviewer informs the contributing reviewer of the process to access the JDDT. Upon gaining access, the contributing reviewer enters identifying information and may then make comments on any assigned draft document for review. The contributing reviewer is provided or creates a key that permits multiple subsequent comment sessions by that individual. The contributing reviewer must notify the tasking individual outside the JDDT (e.g., via e-mail) once they have finished commenting on the draft. This notification should include the key used by the contributing user in making their comments.

(b) The assigning primary reviewer, upon notification of completion, uses the key used by the contributing reviewer to access and upload the comments of the contributing reviewer.

3. <u>Basic Workflow Outline</u>

a. The system administrator loads a draft JP (or other document) into the JDDT and assigns the draft to a JS J-7 AO for further assignment.

b. The JS J-7 AO tasks joint doctrine development actions via the JSAP tasking system on the SIPRNET. To provide timely notification to JDDC members, the JS J-7 AO will also send a JDD e-mail with supporting attachments. The JSAP staff action contains instructions for the use of the JDDT to view the draft, comment on the draft, and submit comments. It also provides the link to the JDDT on the NIPRNET.

c. The JDDT is hierarchical in that assignments of JPs are made to tiered primary reviewers. The JS J-7 assigns the JP to tier one primary reviewers (LA for RFDs/JSDS for RFCs). The JS J-7 AO also assigns the publication to tier two users who have been assigned responsibility by their organization to provide their approved/vetted response to J-7. Tier two users may further assign the publication to tier three primary reviewers or contributing reviewers.

d. Individuals assigned to Joint Staff directorates who are tasked by the JS J-7 AO to review JPs in the JDDT log on as contributing reviewers using the key provided in the JSAP or supplemental instructions. They can create and save comments, and notify the JS J-7 AO once completed. The J-7 AO adjudicates the comments by accepting, rejecting (deleting), or modifying the comments as their own and submits the consolidated Joint Staff comments to the tier one user.

e. Tier two users task tier three users to provide comments and then adjudicate comments received from tier three users by accepting, rejecting (deleting), or modifying the comments as their own. In addition, tier two users can create their own comments. Tier two users will then submit their consolidated comments to the tier one user. The tier one user confirms receipt of comments from the Services, CCMDs, and CSAs and then generates a report for the JP saving it to the computer. The LA/JSDS adjudicates all comments received from the tier two users using the generated report that becomes the adjudicated CRM. The adjudicated CRM is used to support JWGs. Additional features of the JDDT provide ancillary support in the form of electronic preservation of historical records, etc.

4. <u>Responsibilities</u>

a. <u>Joint Staff J-7</u>. Develop, deploy, maintain, and upgrade the JDDT as required. Provide a system administrator to perform the essential functions noted above and for overall JDDT management. Provide a transition plan for and manage the implementation of the migration of applicable joint doctrine development processes to the JDDT.

b. <u>Other Joint Staff Directorates</u>. Use the JDDT as appropriate to perform functions assigned (LA/JSDS, etc.). Joint Staff users will normally use the JDDT as contributing reviewers.

c. <u>JDDC</u>. Utilize the JDDT as appropriate to perform functions assigned under the joint doctrine development process.

(1) Each JDDC member organization is required to designate one or more CRA users for the JDDT and provide their name, rank, and organization to the JS J-7 system administrator.

(2) The CRA is required to register for an account on the JDDT. The JS J-7 system administrator will review the request for an account and an e-mail will be sent to the CRA once the account is approved. The CRA may then select users from a pool of established users to create a customized group of commenters. These CRAs will normally be assigned to review draft publications by the JS J-7 AO as tier two commenters and submit their comments to the respective JSDS/LA (tier one user) for that particular draft. The tier two user will select individuals from his/her group to assign the publication for review to tier three users. Every primary reviewer may then create a unique group of commenters. They may then task a user group and/or task the action to contributing reviewers.

ENCLOSURE D

JOINT PUBLICATION (JP) ORGANIZATION FRAMEWORK

1. Joint Publication Hierarchy

     a. The JP hierarchy provides a framework for the serial structure of joint doctrine. The organizational structure follows traditional Joint Staff lines of responsibility to the maximum extent possible. The hierarchy is divided into two levels: above-the-line doctrine, signed by the Chairman, and below-the-line doctrine, signed by the Director of the Joint Staff.

         (1) Above-the-line publications include capstone and keystone publications signed by the Chairman and are intended to be used by CCDRs, subordinate unified commanders, subordinate JFCs, JTF commanders, Service Chiefs CSA directors, and Joint Staff directors. The capstone publication (JP 1) links joint doctrine to national strategy and the contributions of other government departments and agencies, alliances, and coalitions and covers policy for joint command and control. The keystone publications (JPs 1-0, 2-0, etc.) constitute the doctrinal foundation of the series. Each series has a keystone manual as the first publication in the series.

         (2) Below-the-line publications include supporting joint doctrine publications that are signed by the Director, Joint Staff, and contain specific mission-area guidance for the joint community.

     b. A current version of the joint doctrine hierarchy will be maintained on the JEL and JEL+.

     c. The hierarchy does not contain CJCSIs or CJCSMs. These documents contain policy or detailed procedures for performing specific tasks that do not involve the employment of forces. CJCSIs and CJCSMs do not contain joint doctrine.

2. Joint Publication Series Description

     a. Capstone Doctrine. Reference b provides doctrine for unified action by the Armed Forces of the United States. As such, it specifies the authorized command relationships and authority that military commanders can use, provides guidance for the exercise of that military authority, provides fundamental principles and guidance for command and control, prescribes guidance for organizing joint forces, and describes policy for selected joint

activities. It also provides the doctrinal basis for interagency coordination and for U.S. military involvement in multiagency and multinational operations.

   b. Keystone Doctrine. The lead JP (e.g., JP 1-0, JP 2-0) is the keystone JP for each of the following series of publications:

      (1) JP 1-0 Series—Joint Personnel and Reference Publications. Publications in this series establish joint doctrine for personnel support of joint operations. Also, the JP 1-0 Series includes a reference publication that is not doctrinally linked to the keystone publications (i.e., JP 1-02, *Department of Defense Dictionary of Military and Associated Terms).*

      (2) JP 2-0 Series—Joint Intelligence. Publications in this series establish joint doctrine for intelligence support of joint operations and unified action. These publications provide commanders and their staffs specific direction in intelligence support to joint operations, counterintelligence, and geospatial-intelligence.

      (3) JP 3-0 Series—Joint Operations. Publications in this series establish joint doctrine to plan, execute, and assess joint operations.

      (4) JP 4-0 Series—Joint Logistics. Publications in this series establish joint doctrine to plan, execute, and assess logistic support of joint operations. Included in this series is guidance on deployment and distribution, transportation, supply, maintenance, logistics services, health services, engineering, and operational contract support.

      (5) JP 5-0—Joint Operation Planning. This publication establishes the joint planning process relating to the conduct of joint military operations throughout the range of military operations. Designed for the JTF and above, it provides broad guidance on operation and campaign planning.

      (6) JP 6-0 Series—Joint Communications System. Publications in this series establish joint doctrine for communications system support to joint and multinational operations and outline the responsibilities of Services, agencies, and CCMDs with respect to ensuring effective communications system support to commanders.

3. Joint Publication (JP) Identification. JS J-7 assigns the publication number to ensure subject matter continuity.

   a. With the exception of JP 1,the first numerical group (one digit) identifies the functional field as listed above.

   b. The second numerical group (possibly two digits), preceded by a hyphen, places the publication within a functional field. A zero-digit designator is used

to indicate the keystone manual for the series of a functional field. The double digit designator indicates a below-the-line publication.

    c. The third numerical group, preceded by a period, designates those publications that provide supporting or expanded doctrine for sequenced JPs within a functional field.

4. <u>Release of Joint Publications</u>. Releasing instructions will be included in the administrative instruction appendix of each JP with this statement: All JPs posted to the JEL <http://www.dtic.mil/doctrine/new_pubs/jointpub_planning.htm> are releasable without restriction. JPs that are not posted to the JEL but are posted to the JEL+ <https://jdeis.js.mil/jdeis/index.jsp> are considered CUI. Access to these publications requires a CAC. Release of CUI publications must be approved by the JSDS. Requests for classified publications must be IAW references n through q.

    a. <u>Approved Publications</u>. Only approved unclassified publications are releasable outside the Services, CCMDs, CSAs, DoD agencies, and the Joint Staff. Release of any classified JP to foreign governments or foreign nationals must be requested through the local embassy (Defense Attaché Office) to DIA, Defense Foreign Liaison/IE-3, 200 MacDill Blvd., Joint Base Anacostia-Bolling, Washington, DC 20340-5100.

    b. <u>Publications Under Development</u>. Draft or proposed publications (including JTPs) are only releasable to the Services, CCMDs, CSAs, and Joint Staff. Such publications, when unclassified, may only be released to other individuals, agencies, and professional military education institutions for the express purpose of review and comment as part of the doctrine development process. Classified publications will be handled IAW DoD policy and the level of classification. Draft unclassified publications are not found on the publicly accessible JEL, but instead are posted only on the NIPRNET JEL+ <https://jdeis.js.mil/jdeis/index.jsp> and SIPRNET JEL+ <https://jdeis.js.smil.mil/jdeis/index.jsp>. This is to help prevent the possibility of misrepresenting joint doctrine under development as approved doctrine and precludes quoting or publishing "doctrinal statements" that may eventually change before final staffing and approval. Any exceptions must be approved through JS J-7.

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ENCLOSURE E

FORMATTING AND DISTRIBUTING JOINT PUBLICATIONS

1. Formatting Joint Publications

   a. Organization. JPs will have several main parts. They should be organized as shown in the Appendix to this enclosure and as described below.

      (1) Front and Back Covers. The JP title, number, date, Joint Chiefs of Staff, and the five Service logos will be printed on the front cover (sample, page E-A-1). For classified publications, the overall classification of the publication will be printed at the top and bottom of the front and back covers. A figure showing the joint doctrine development process and hierarchy describing the relative position of the publication being presented will be printed inside the back cover. In classified publications, the figure inside the back cover (sample, page E-A-22) will be marked UNCLASSIFIED. The publication covers will be color-coded as follows:

         (a) UNCLASSIFIED and FOR OFFICIAL USE ONLY—dark blue (pantone 5395 CV or R=0, G=0, B=255).

         (b) CONFIDENTIAL—blue. (pantone XXX or R=X, G=X, B=X)

         (c) SECRET—red. pantone XXX or R=X, G=X, B=X)

         (d) TOP SECRET—orange. pantone XXX or R=X, G=X, B=X)

      (2) Security Instructions (if JP is classified). Security instructions are required for all classified JPs. They will include the following:

         (a) The long and short titles of the JP will be UNCLASSIFIED. They can both be used when referring to the JP in all forms of communications. However, within the text of a JP, the long title will be used when referring to another JP.

         (b) The reason for the classification and any reproduction or distribution restrictions or instructions.

         (c) Instructions for foreign release and sanitization.

      (3) Chairman's Letter. A letter (sample, page E-A-2), is included in above-the-line publications to provide personal guidance from the Chairman concerning the subject matter of the publication. The drafting of this letter is the responsibility of the JSDS and occurs after the approval of the FC/RFC version.

(4) <u>Preface</u>. A preface (sample, page E-A-3) will be included to describe the scope, purpose, and application. With the exception of the capstone and keystone publications, the purpose and application paragraphs found in the samples contain approved language and normally should be used without modification. Departures from the approved basic entry will be adjudicated during publication coordination based on justification provided.

(5) <u>Summary of Changes</u>. A summary of changes (sample, page E-A-5) will be included in all revised, and change in lieu of revision, JPs and will provide bulletized statements as to what significant changes were incorporated since the previous edition. It should be prepared by the JSDS during preparation of the signature draft.

(6) <u>Table of Contents</u>. A table of contents (sample, page E-A-7) will be included in a bullet style format.

(7) <u>Executive Summary</u>. An executive summary (sample, page E-A-11) provides an overview of the publication and is prepared by the JS J-7 during preparation of the signature draft. The executive summary opens with a "Commander's Overview," which is a bullet format list of overarching themes presented in the publication, followed by a section that synopsizes the fundamental principles within the publication. The executive summary shall consist of material extracted directly from the body of the publication without substantive modification and will not introduce any new material. Slight modifications may be made for readability (e.g., replacing a pronoun with the noun it represents; establishing or spelling out acronyms; formatting; excising information from a paragraph that is clearly intended as an elaboration in the original text but superfluous to a summary). The material in the executive summary shall not in any way conflict or be inconsistent with the material contained in the body of the publication. The synopsis portion of the executive summary is formatted in two columns, with detailed information on the right and corresponding key points on the left. The left column entry should not be duplicated in the right column. Any acronyms or abbreviations that are used in the executive summary must be independently established in the Commander's Overview, as well as the left and right columns in the second section. Acronyms or abbreviations established in the executive summary must be reestablished again if used in the body of the publication. Executive summaries should not be prepared until the signature version to alleviate having to rewrite them to match the publication.

(8) <u>Body of Publication</u>. The body of the publication (sample, page E-A-13) will be divided into chapters. The chapters may be divided into sections. Footnotes will not be used. Terms normally capitalized when referring to a specific person, place, or thing are not capitalized when used in a general

context (e.g., "A JFC has to develop a campaign plan," as opposed to, "The Joint Task Force Commander of Joint Task Force 59 is the guest speaker at the dinner tonight.") This editorial rule applies throughout the publication. See the formatting paragraph below for details.

(9) Appendices and Annexes. Appendices and annexes provide supplemental information that is initially discussed in the chapters, with the exception of the reference and administrative instructions appendices. Appendices are placed at the end of the narrative body before the glossary. Annexes to appendices, if required, follow the appendix to which they apply.

(a) Checklists, Sample Formats, and Historical Vignettes. Appendices or annexes that are designated as a checklist or sample format (e.g., operation plan, message) may use abbreviations and acronyms without first establishing them. It is understood that a checklist for SMEs will not require an explanation of acronyms common to the area of expertise associated with the checklist. Similarly, a sample format will likely be understood for the area of use for which it is intended. Accordingly, appendices or annexes that use this rule of not establishing all abbreviations and acronyms within the appendix will not have those abbreviations and acronyms included in the JP's glossary unless established in the text under the normal acronym usage guidelines. Appendices that are historical vignettes should establish acronyms used in the historical vignette for the reader. However, appendices that are historical vignettes will not have those abbreviations and acronyms listed in the JP acronym list based on use in the historical vignette.

(b) References. References, if any, are listed in the next to the last appendix to the JP (see sample, page E-A-15). This list is to include all documents used to develop or revise the JP; it is not intended to be a bibliography of source material related to the JP content. JP titles will be used verbatim, except when a JP is under revision and an approved PD has changed the title. In such cases, the new title will be used. Dates are not used in references, unless the date is actually part of a title. Correct use of "series" in a JP is in the context of referring to a DoD or CJCS issuances in a series (CJCSM 3122 Series, since there are 3122.01, 3122.02, and 3122.05 issuances in the series). Series will not be used in a JP to refer to the letter of an issuance. Series may also be used to refer to a JP Series.

(c) Administrative Instructions. This appendix is required and is always the last appendix (sample, page E-A-17). If the publication is a revision, the administrative instructions appendix will contain information on which JP(s) are being superseded by the revised JP.

(10) Glossary. The glossary (sample, page E-A-19) usually consists of two parts: Part I, "Abbreviations and Acronyms," and Part II, "Terms and Definitions." It is placed in the back of the publication after the appendices.

(a) Part I—Abbreviations and Acronyms. Part I should contain a listing of abbreviations and acronyms that were established in the body of the JP. Acronyms are established when used at least two times in the text of a JP (once to establish the acronym and then used at least one subsequent time in the body of the document). The abbreviation or acronym is placed in parentheses following the first appearance of the term. While there is no requirement to establish and use an abbreviation or acronym in a JP, once established, the abbreviation or acronym should be used, as applicable, throughout the publication text per other guidelines in this issuance. Where an acronym stands for more than one term in reference i, the intended meaning must be clearly established; an acronym may have only one established meaning within a publication. Once established, abbreviations and acronyms may be used as adjectives as well as nouns. Publication writers are encouraged to review existing acronyms listed in reference i relevant to the JP in development or revision for relevance and currency and verify, modify, or remove any obsolete acronyms. Such action should be annotated on the summary of changes page when the JP is approved.

    1. The following instances of acronyms **do not count** toward the establishment of an acronym: when used as a part of an official title of a document or issuance. The entry "For more information, see DODI 3020.41, Operational Contract Support (OCS)" would not count as a use of the acronym OCS but would count as a use for DODI. The acronym OCS would have to be correctly established in the text and used two or more times in the text with uses in references to the DODI 3020.41 not counting as uses.

    2. For the following parts of a JP, abbreviations and acronyms may be established if used twice, should be established separately, are not counted toward the establishment of an acronym in the text of the JP, and will not be listed in Part 1 of the glossary:

        a. Preface;

        b. Summary of changes;

        c. Executive summary (acronyms must be established separately in the commander's overview both columns);

        d. Figures. Abbreviations and acronyms will either be established in the figure or in in a legend within the figure;

        e. Vignettes cited as various sources.

    3. Special considerations:

a. If used in a quote, the meaning of the abbreviation or acronym will be placed in brackets immediately following and will not be included in the glossary.

b. In those rare cases where an abbreviation or acronym is more widely recognized than the meaning and is used less than two times, the abbreviation or acronym may be used if the meaning is placed in brackets immediately following (example, DNA [deoxyribonucleic acid]). If such an acronym or abbreviation is used two or more times, it will be established in the normal way of the terminology followed by the acronym in parenthesis and included in the acronym list.

c. To avoid confusion with Joint Staff directorates and directorates of a joint force, the use of Joint Staff terminology will be 'Joint Staff J-# [name of directorate]' and can then be referred to in the JP as 'Joint Staff J-#' or 'JS J-#' based on whether or not JS has been established. The use of Joint Staff directorates will not be listed in the JP's acronym list. Terminology for the directorates of a joint force will continue to be established in the JP if used three or more times and listed in the JP's acronym list. If not used three or more times, the terminology will be spelled out with no acronym used.

d. Acronyms or abbreviations such as "U.S." and "DoD," should be adjusted for consistency to "US" and "DOD" for JP usage, whether used in quotes, vignettes, or issuance titles. This change does not change the intent of the term and allows for consistent use of acronyms and abbreviations within joint doctrine.

e. Excessive use of abbreviations and acronyms in an individual sentence or paragraph should be avoided.

f. Abbreviations and acronyms will not appear in the table of contents.

g. Abbreviations and acronyms will not be established or used in chapter titles, section headings, major paragraph titles, figure titles or titles of appendices as these entries appear in the table of contents.

h. Abbreviations and acronyms will not be established or used in picture captions.

i. When establishing an acronym the term should not be capitalized unless a proper noun in the context of its use in the sentence.

(b) Part II—Terms and Definitions. The glossary shall include those terms and definitions currently in reference i, proposed terms and definitions

not previously defined in joint doctrine, or those in reference i that are recommended for modification or removal, for which the JP is the proponent or is assuming proponency. Only terms for which the JP is the source are included in the glossary. Each term will be annotated in parenthesis at the end of the definition as to its proponency, modification, or removal. The LA/JSDS must ensure that changes to terms and definitions are annotated on the summary of changes page when the JP is approved. Glossary notations for terms and definitions are summarized in Table 4.

       1. Publication writers are encouraged to examine existing JP 1-02 terminology relating to the subject matter of the publication for relevance and currency and verify, modify, or remove terms and definitions as appropriate.

       2. Removal of obsolete terminology from JP 1-02 is required and such removal must be documented in the proponent publication glossary. Terms that are modified by a JP will by default show that JP as the proponent in the next update to reference i. If a JP revision proposes to assume proponency of or modify a definition that belongs to another JP, coordination with the JS Terminologist is required before staffing of the revision. The JS Terminologist will coordinate any change of this nature with the respective JSDS, LA, and Service terminologists for informal input. Any changes of this nature must still go through the joint doctrine development process.

       3. Publication writers should avoid repeating glossary definitions verbatim in the text of a JP, but should use text to discuss or expand the definitions.

       4. Glossary terms should be written in lower case unless otherwise designated. For example, a glossary term that is the title of a one-of-a-kind organization is capitalized.

       5. Use of stand-alone or single-publication terms is not allowed. Joint doctrine should avoid defining terms that have a common meaning as well as the combination of terms where their root meaning is understood or defined "Definition Writing Guide"). If additional text is desired to elaborate on a definition, that information should be provided in the text of the publication. Reference n also provides additional criteria for inclusion of terms in reference i.

GLOSSARY NOTATIONS FOR TERMS AND DEFINITIONS PLACEMENT			
In parentheses at the end of the applicable entry.			
TYPE OF ENTRY	DRAFT PUBLICATION NOTATION	SIGNATURE DRAFT NOTATION (Editor Use Only)	USE
EXISTING TERM AND DEFINITION	(JP 1-02. SOURCE: JP X-XX) *"JP X-XX" represents the proponent publication.*	(JP 1-02. SOURCE: JP X-XX) *"JP X-XX" represents the proponent publication.*	Annotates proponent publication for term.
NEW TERM AND DEFINITION	(Upon approval of this publication, this term and its definition will be included in JP 1-02.)	Upon approval of the signature draft, replace the revised draft notation with "(Approved for inclusion in JP 1-02.)"	Introduces, staffs, and proposes addition of a new entry in JP 1-02.
MODIFIED TERM AND DEFINITION	(Upon approval of this publication [or upon approval of a change or revision of an existing publication], this term and its definition will modify the existing term "XXXXX" and its definition in JP 1-02.) *"XXXXX" represents the term to be replaced.*	Upon approval of the signature draft, replace the revised draft notation with "(Approved for replacement of "XXXXX" and its definition in JP 1-02.)"	Recommends, staffs, and modifies an existing term and definition to be incorporated into JP 1-02.
MODIFIED TERM, EXISTING DEFINITION	(Upon approval of this publication [or upon approval of this changed or revised publication], this term will modify the existing term "XXXXX" and be incorporated into JP 1-02)	Upon approval of the signature draft, replace the revised draft notation with "(Approved for replacement of XXXXX" in JP 1-02.)"	Recommends, staffs, and modifies an existing term to be incorporated into JP 1-02.
EXISTING TERM, MODIFIED DEFINITION	(Upon approval of this publication [or upon approval of this changed or revised publication], this definition will modify the existing definition and be incorporated into JP 1-02)	Upon approval of the signature draft, replace the revised draft notation with "(Approved for incorporation into JP 1-02.)"	Recommends, staffs, and modifies an existing definition for incorporation into JP 1-02.
PROPONENCY CHANGE	(Upon approval of this publication [or upon approval of this changed or revised publication], this publication will assume proponency for this term and its definition and this publication number will be added to [or will replace the existing proponent number in JP 1-02.)	Upon approval of the signature draft, replace the revised draft notation with "(Approved for incorporation into JP 1-02 with JP X-XX as the source JP.)"	Declares or assumes proponency of a term and definition for staffing and upon approval will revise JP 1-02.
TERM AND DEFINITION DELETION	(Upon approval of this publication [or upon approval of this changed or revised publication], this term and its definition will be removed from JP 1-02.)	Upon approval of the signature draft, replace the revised draft notation with "**term.** None. (Approved for removal from JP 1-02.)"	Recommends, staffs, and deletes an existing term and definition from JP 1-02.

Table 4. Glossary Notations for Terms and Definitions Placement

b. <u>Page Formatting</u>

(1) <u>FD</u>. FD editions of new publications and FD revisions or changes to previously approved publications will be 8.5 x 11-inch black and white standard page format. Revised material will be presented in line-out/line-in

format in RFDs and change packages (e.g., change in lieu-of revision drafts). Use of "Track Changes" format is encouraged for writers of RFDs and change in lieu-of drafts. RFDs and changes in lieu of drafts are the only documents in which "Track Changes" should be used. Vertical lines in the outside margins of pages will be used to indicate the location of text that has changed since the previous draft or approved publication. Setting for Track Change Makeup should be the following: Insertions, Underline, Blue; Deletions, Strikethrough, Red; and, Changed lines, Outside boarder, Auto. FDs will be single-spaced and single-column with numbered lines.

(2) Additional Drafts, FC, and Optional JTP Versions. JS J-7 will convert all additional drafts, FC, and JTP editions of each publication with the assistance of the JSDS and LA into an 8.5 x 11-inch format with text single-spaced in single-column layout with numbered lines. Changed material will be presented in line-out/line-in format. Vertical lines in the outside margins of pages will be used to indicate the location of text that has changed since the previous draft or version. Vertical lines will be retained in approved routine changes and the footer annotated with "CH" acronym and change number in Arabic numerals.

(3) Approved Publications. All publications will be available for download from the JEL or JEL+ in Adobe Acrobat PDF 8.5 x 11-inch format with the following resolutions:

(a) Low-Resolution Version. This version is optimized for download with 72 dpi photos and figures.

(b) High-Resolution Version. This version is optimized for local printing with 150 dpi photos and figures.

(4) Page Classification. The classification is shown at the top and bottom centers of each page. Unclassified publications are not marked as such.

(5) Margins. The top and bottom margins of each page will be approximately 1 inch. The left and right margins of each page will be approximately 1.25 inches.

(6) Chapters. The top line on the first page of each chapter contains the chapter number in Roman numerals (e.g., CHAPTER II) and is centered on the page (sample, page E-A-11), in regular type, Times New Roman 14-point font. The title of each chapter is printed in capital letters directly below the chapter number and centered on the page in bold type, Times New Roman 12-point font. The top line and title both will be purple in color (Pantone 513 C or R=128, G=0, B=128). All chapters will start on the right side (odd-numbered pages) of the publication.

(7) <u>Sections</u>. Sections are lettered consecutively in each chapter using capital letters (e.g., SECTION A). Section headings are centered in the column in bold type, Times New Roman 12-point font.

(8) <u>Paragraphs</u>. Paragraphs are numbered sequentially within each chapter using Arabic numerals. For a paragraph or subparagraph to be numbered or lettered, there must be at least two paragraphs or subparagraphs at the same level. A paragraph numbered "1" must have a paragraph "2," just as subparagraph "a" must have a subparagraph "b." If sections are used within a chapter, paragraph numbering will be continuous within the chapter and will not begin again with each new section. Paragraph headings are left justified, in bold type, Times New Roman 12-point font. The text of the paragraph is in regular type, Times New Roman 12-point font with bold type used to emphasize key points, as desired. Paragraph classification marking will be IAW references o and p.

(9) <u>Indenting</u>. Paragraphs and subparagraphs will be indented as follows (Table 5):

---

1. Flush left; tabbed .3 inches after period.

Second line is blank. Third line is tabbed .3 inches and full justified.

   a. Tabbed .3 inches, two spaces after period, and full justified.

     (1) Tabbed .6 inches, two spaces after closed parenthesis, and full justified.

      (a) Tabbed .9 inches, two spaces after closed parenthesis, and full justified.

       <u>1</u>. Subsequent subparagraphs are tabbed 1.2 inches, underlined numbered, two spaces after period, and full justified.

        (<u>c</u>) Additional subparagraphs are tabbed 1.5 inches, underlined lettered, two spaces after period, and full justified.

Table 5. Indenting Sample

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(10) <u>Headers and Footers</u>. With the exception of the first page of a preface, summary of changes, table of contents, executive summary, chapter, appendix, or annex, all JP pages will display a header consisting of a margin-to-margin horizontal line (one point thickness). Above the horizontal line, odd-numbered pages will have the chapter title displayed (right justified); even-numbered pages will have the chapter identifier (i.e., "Chapter II") left justified. When the chapter title is displayed on odd-numbered pages, acronyms or

abbreviations may be used if it allows the title to remain on a single line. With regard to footers, a similar horizontal line will be displayed below the page text. Page numbering information IAW subparagraph (11) will be placed below the horizontal line. Headers and footers will be purple in color (Pantone 513 C or R=128, G=0, B=128) and will use Times New Roman 12-point font, title case, for text.

(11) Page Numbering. Publications will have the page number for odd numbered pages in the bottom right corner. For even numbered pages the page number is placed in the bottom left corner with the publication short title (JP X-XX.X) in the lower right corner.

(a) Preface, Summary of Changes, Table of Contents, and Executive Summary. The pages preceding Chapter I, beginning with the first page of the preface and including the summary of changes, table of contents, and the executive summary, are to be numbered consecutively with lowercase Roman numerals.

(b) Chapters. Pages will be numbered consecutively in each chapter using chapter and page number hyphenated (e.g., V-1 for chapter five, page 1).

(c) Appendices. Appendices are lettered consecutively using appendix letter and page number order and hyphenated (e.g., A-2 for Appendix A, page 2). To avoid confusion with Roman numerated chapters, the letters "I," "V," and "X" will not be used as appendix letters.

(d) Annexes. Annexes to appendices are not listed in the table of contents, but are listed on the first page of the corresponding appendix below the title. When appendices have an annex(es), the appendix text will begin on the second page. Annexes to appendices are lettered consecutively using appendix letter, annex letter, and page number order, as well as hyphenated (e.g., B-A-3 for Appendix B, Annex A, page 3).

(e) Glossary. Glossary pages will be numbered using "GL" and page number hyphenated (e.g., GL-4).

(f) Blank Pages. Blank pages are numbered in sequence and annotated in the center with the phrase "Intentionally Blank." There will always be an even-numbered intentionally blank last page in a chapter, appendix, or annex that would have ended on an odd-numbered page.

c. Other Guidance

(1) Copyrights. Copyrights on proprietary materials will be secured from the owners. The owners must agree to the printing and electronic distribution of

their copyrighted material. Copyrighted material will be marked in JPs in order to comply with copyright laws and give fair credit to the owners of such material.

(2) Figures. Figures should be used to illustrate points. Figures are numbered consecutively within chapters or appendices using a chapter number or appendix letter, a hyphenated figure number, and a period followed by an appropriate caption (e.g., "Figure IV-2. Health Services Tenets"). The figure number and caption are centered under the figure in bold type, Arial 10-point font. The title is centered at the top of the figure. The title of the figure in the caption and at the top of the figure should match. The figure should have a black outline box surrounding the figure. If the caption is more than two lines in length, it shall be full justified under the figure. If there is a full page, landscape-layout figure, the figure number and caption remain centered under the figure. There will be a reference to each figure within the text. Figures should be placed as close as possible to, and immediately following, the text they support. Acronyms and abbreviations should not be used in figures. In those cases where their use is unavoidable, they must be established in the figure or in a legend box. Figure titles will not use abbreviations or acronyms.

(3) Photographs. JPEG photographs should only be used when they are necessary to reinforce the contents of the text. Photographs should be placed as close as possible to, and immediately following, the text they support. Photographs will not be numbered but will have a caption in italic type, Arial 10-point font. If the caption is two lines or fewer, the text is centered; if three lines or more, it is full justified. Photographs should be placed as close as possible to, and immediately following, the text they support. They should only be used when they reinforce the contents of the text. Photo captions will not use abbreviations or acronyms.

(4) Quotes. Each chapter may begin with a quote that has relevance to the chapter material. Quotes used elsewhere in the remainder of a chapter should be limited to those that enhance the information contained in that portion of the text. The source of each quote must also be provided with a date for time frame reference if appropriate. Quotes will be placed in a light blue (Pantone 649 C or R=153, G=204, B=255) text box and indented .3 inches from both the left and right margins in italic type, Arial 11-point font. Source notations will be right justified in bold type, Arial 10-point font.

(5) Vignettes. Vignettes support the publication by providing short, pertinent narratives that enhance the meaning of the text but should not be construed as being doctrine. Each vignette will be placed in a light blue (Pantone 649 C or R=153, G=204, B=255) box and indented .3 inches from both the left and right margins. A title and the source must be included. The body and source will be in bold type, Arial 11-point font; the source will be right justified.

(6) <u>Reference to Chapters, Appendices, and Other Documents</u>

        (a) References within the body of the text and appendices to other chapters or appendices of the same publication will include the full name of the referenced chapter or appendix and will be in quotations and not in italics. References to other JPs, DoD issuances, CJCS issuances, Service publications, or other documents will include the full name of the referenced document (less the version identifier) and the title of the document will be in italics without quotations, the document designator will not be in italics. Do not include edition letter on CJCS issuances, as readers should use the most current edition when reviewing policy.

        (b) When placed at the end of a paragraph or section, references to other chapters or appendices of the same publication will include the full name of the referenced chapter or appendix and will be in quotations, and the entire reference will be in italics; references to other JPs, DoD issuances, CJCS issuances, Service publications, or other documents will include the full name of the referenced document (less the version identifier) and will not be in italics without quotations, the rest of the reference sentence will be italicized to include the document designator. References will be set off from the paragraph and full justified. Margins will be equal to the paragraph above, and the first line will not be indented.

2. <u>Distribution</u>. The primary distribution method of JPs is electronic via JEL+ or the JEL for selected JPs. All unclassified current JPs and draft JPs are available on JEL+ <https://jdeis.js.mil/jdeis/> on the NIPRNET and <http://jdeis.js.smil.mil/jdeis> on the SIPRNET. Any distribution of classified JPs should be incompliance with references q and r. Classified current JPs are available on JEL+ on SIPRNET. Most unclassified capstone, keystone, and primary supporting JPs are available for download from the CJCS JEL at www.dtic.mil/doctrine. This site is primarily designed for the public and multinational partners.

APPENDIX A TO ENCLOSURE E

SAMPLE JOINT PUBLICATION ORGANIZATION AND FORMAT
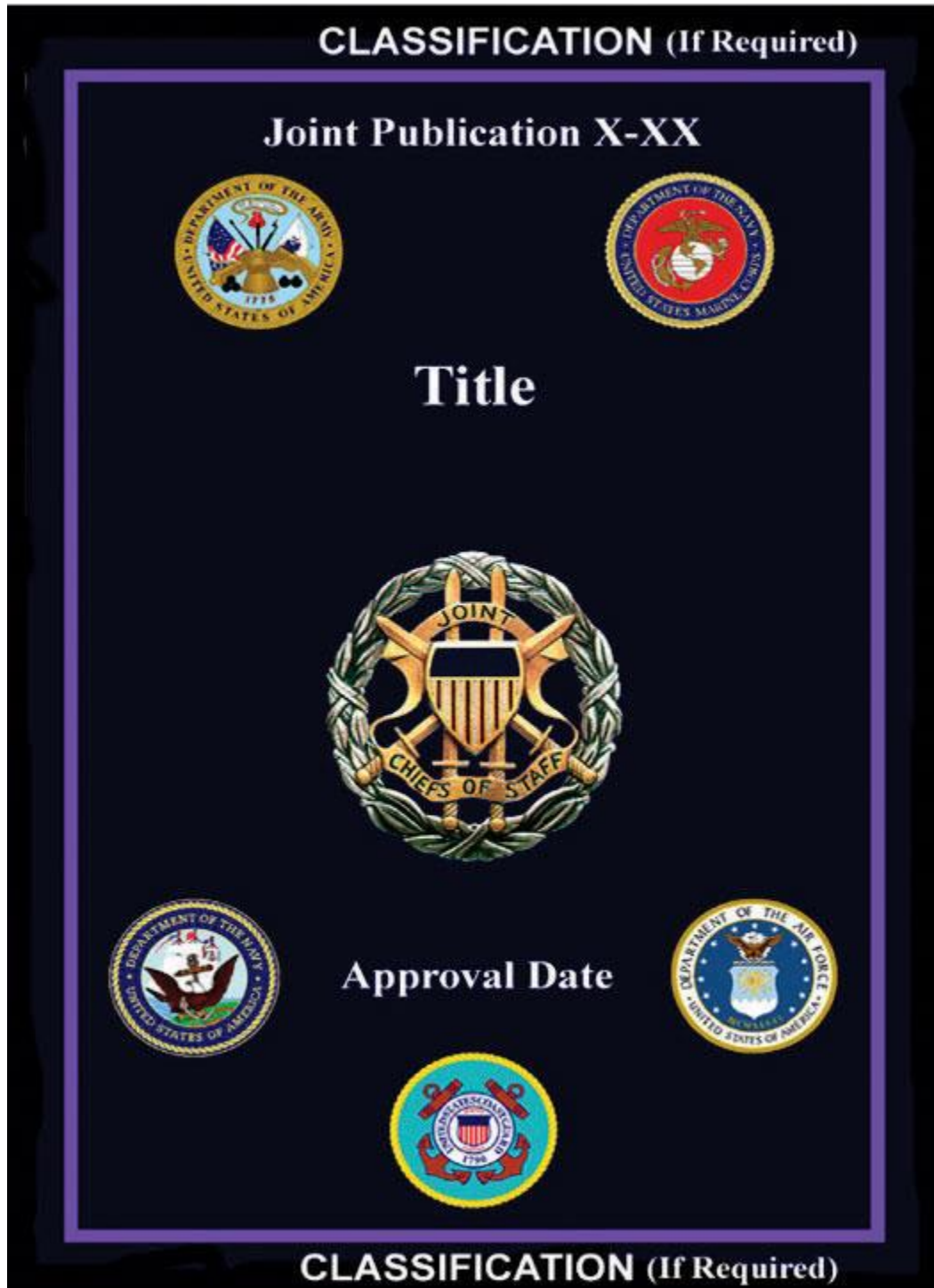
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<u>SAMPLE CHAIRMAN'S LETTER</u>

Joint Publication 1, Doctrine for the Armed Forces of the United States, is the capstone publication for all joint doctrine, presenting fundamental principles and overarching guidance for the employment of the Armed Forces of the United States. This represents the evolution in our warfighting guidance and military theory that forms the core of joint warfighting doctrine and establishes the framework for our forces' ability to fight as a joint team.

It is vital that we not only develop our military capabilities, but also strengthen the capacity of other government departments and agencies. This publication ties joint doctrine to the national security strategy and national military strategy and describes the military's role in the development of national policy and strategy. It thus provides the linkage between joint doctrine and the contribution of other government departments and agencies and multinational endeavors.

As we look globally at our posture and the associated strategic risk, it is imperative that our doctrine also rapidly adjust to reflect our wartime footing. The guidance in this publication will enable current and future leaders of the Armed Forces of the United States to organize, train, and execute worldwide missions as our forces transform to meet emerging challenges. The joint force must simultaneously think ahead at the strategic level, stay current at the operational level, and be informed by tactical level developments.

I challenge all commanders to ensure the widest distribution of this capstone joint publication and actively promote the use of all joint publications at every opportunity. I further challenge you to study and understand the guidance contained in this publication and teach these principles to your subordinates. Only then will we be able to fully exploit the remarkable military potential inherent in our joint teams.

MARTIN E. DEMPSEY
General, U.S. Army

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<u>SAMPLE SUMMARY OF CHANGES</u>

SUMMARY OF CHANGES
REVISION OF JOINT PUBLICATION 1, DATED 02 MAY 2007, CHANGE 1, DATED 20 MARCH 2009

- **Adds a theory section to the introductory chapter.**

- **Adds a joint force development chapter, including a section on joint concepts and assessment.**

- **Establishes a taxonomy relating to war, warfare, campaign, and operation.**

- **Establishes a taxonomy relating to policy, strategy, doctrine, and concepts.**

- **Establishes and defines "global synchronizer."**

- **Clarifies the role of the Department of Defense relative to information operations to improve efficiency in planning and execution of military operations.**

- **Expands the role of commander's communication synchronization and information operations.**

- **Adds information on Global Force Management Implementation Guidance resulting from the closure of Joint Forces Command.**

- **Introduces "total force fitness" as a value of joint service.**

- **Reduces redundancies and improves continuity between Joint Publication (JP) 1,** *Doctrine for the Armed Forces of the United States,* **and JP 3-0,** *Joint Operations.*

- **Reduces redundancies and improves continuity between JP 1,** *Doctrine for the Armed Forces of the United States,* **and JP 5-0,** *Joint Operation Planning.*

SAMPLE TABLE OF CONTENTS

TABLE OF CONTENTS

(Table of contents has been condensed for this sample)

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SAMPLE EXECUTIVE SUMMARY

EXECUTIVE SUMMARY
COMMANDER'S OVERVIEW

● **Discusses the Theory and Foundations of Joint Doctrine**

● **Characterizes Doctrine Governing Unified Direction of Armed Forces**

Theory and Foundations

This publication provides overarching guidance and fundamental principles for the employment of the Armed Forces of the United States.

Joint Publication 1 is the capstone publication of the US joint doctrine hierarchy. It is a bridge between policy and doctrine and describes the authorized command relationships and authority that military commanders can use and other operational matters derived from Title 10, United States Code (USC). The purpose of joint doctrine is to enhance the operational effectiveness of joint forces by providing fundamental principles that guide the employment of US military forces toward a common objective.

Jointness of the Joint Force

Jointness implies cross-Service combination wherein the capability of the joint force is understood to be synergistic, with the sum greater than its parts (the capability of individual components). The joint force is a values based organization. The character, professionalism, and values of our military leaders have proven to be vital for operational success.

CONCLUSION

This publication is the capstone joint doctrine publication and provides doctrine for unified action by the Armed Forces of the United States.

(Executive summary has been condensed for this sample)

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SAMPLE TEXT FORMAT

CHAPTER (ROMAN NUMERAL)
(TITLE)

"Joint doctrine is flag officer business. If we are to continue the essential transition to improve jointness, everyone must be involved."

General John M. Shalikashvili,
Chairman of the Joint Chiefs of Staff, 1993-1997

SECTION A. XXXXXXXXX

1. Layout (Paragraph Title)

XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX.

a.   XXXXXXXXXXX   XXXXXXX XXXXXXXXX XXXXXXXXXXXXXXXXX XXXXXXXX XXXXXXXX XXXXXXXXXXX XXXXXX.

b.   XXXXXXXXXXXXXXX   XXXXXXX   XXXXXXX   XXXXXX   XXXXXXXX XXXXXXXX XXXXXXXXXXX XXXXXX.

(1)   XXXXXXXXX   XXXXXXXXXXXXXXXX   XXXXXXXXXXXXXXX   XXX XXXXXX XX XXXXXXX XXXXXXXXXX.

(2)   XXXXXXXXXXXXXXXXXXXXXXXXXX.

(a)   XXXXXXXXXXXXXXXXX.

(b)   XXXXXXXXXXXXXX.

1. XXXXXXXXXXXX.

2. XXXXXXXXXXXXX XXXXX.

a.   XXXXXXXX.XXXXXX.   XXXXXXXXXXXXXXXXXXXXXXX. XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX.

b. XXXXXXXXXXXXXXX.

2. XXX

VIGNETTE TITLE

Figure, Photograph, *Quote,* or **Vignette**

Quote or Vignette Source

Figure #. Figure Caption *or Photo Caption*

SAMPLE REFERENCE APPENDIX

APPENDIX (NEXT TO THE LAST APPENDIX)
REFERENCES

1. General

a. Title 10, US Code.

b. Federal Aviation Administration Order (FAAO) JO 4200.2G, *Procedures for Handling Airspace Matters.*

2. Department of Defense Publication

DOD Directive 5100.1, *Functions of the Department of Defense and Its Major Components.*

3. Chairman of the Joint Chiefs of Staff Publications

a. CJCS Instruction 3151.01A, *Global Command and Control System Common Operational Picture Reporting Requirements.*

b. CJCS Manual (CJCSM) 3122.01A, *Joint Operation Planning and Execution System (JOPES), Volume I, Planning Policies and Procedures.*

d. JP 1, *Doctrine for the Armed Forces of the United States.*

e. JP 1-02, *DOD Dictionary of Military and Associated Terms.*

4. Multi-Service Publications

a. FM 3-04.15/NTTP 3-55.14/AFTTP(I) 3-2.64, *Multi-Service Tactics, Techniques, and Procedures for the Tactical Employment of Unmanned Aircraft Systems.*

b. FM 3-52.1/AFTTP 3-2.78, *Multi-Service Tactics, Techniques, and Procedures for Airspace Control.*

5. North Atlantic Treaty Organization Publications

a. Allied Administrative Publication, *NATO Dictionary.*

b. Allied Joint Publication-3.3.5, *Doctrine for Joint Airspace Control.*

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SAMPLE ADMINISTRATIVE INSTRUCTION APPENDIX

APPENDIX (LAST APPENDIX)
ADMINISTRATIVE INSTRUCTIONS

1. User Comments

Users in the field are highly encouraged to submit comments on this publication to: Joint Staff J-7, Deputy Director, Joint Education and Doctrine, ATTN: Joint Doctrine Analysis Division, 116 Lake View Parkway, Suffolk, VA 23435-2697. These comments should address content (accuracy, usefulness, consistency, and organization), writing, and appearance.

2. Authorship

The lead agent for this publication is the US Air Force. The Joint Staff doctrine sponsor for this publication is the Director for Operations (J-3).

3. Supersession (if required)

This publication supersedes JP 3-56.1, *Command and Control for Joint Air Operations,* 14 November 1994.

4. Change Recommendations

a. Recommendations for urgent changes to this publication should be submitted electronically to:

TO: JOINT STAFF WASHINGTON DC//J7-JED//

b. Routine changes should be submitted electronically to the Lead Agent and the Deputy Director for Joint Force Development, J-7, Joint Education and Doctrine ATTN: Joint Doctrine Analysis Division, 116 Lake View Parkway, Suffolk, VA 23435-2697, and info the lead agent and the Director for Joint Force Development, J-7/JED.

c. When a Joint Staff directorate submits a proposal to the Chairman of the Joint Chiefs of Staff that would change source document information reflected in this publication, that directorate will include a proposed change to this publication as an enclosure to its proposal. The Services and other organizations are requested to notify the Joint Staff J-7 when changes to source documents reflected in this publication are initiated.

5. Distribution of Publications

Local reproduction is authorized, and access to unclassified publications is unrestricted. However, access to and reproduction authorization for classified JPs must be IAW DOD Manual 5200.01, Volume 1, *DOD Information Security Program: Overview, Classification, and*

CJCSM 5120.01A
29 December 2014

Declassification, and DOD Manual 5200.01, Volume 3, *DOD Information Security Program: Protection of Classified Information.*

6. Distribution of Electronic Publications

a. Joint Staff J-7 will not print copies of JPs for distribution. Electronic versions are available on JDEIS Joint Electronic Library Plus (JEL+) at https://jdeis.js.mil/jdeis/index.jsp (NIPRNET) and http://jdeis.js.smil.mil/jdeis/index.jsp (SIPRNET), and on the JEL at http://www.dtic.mil/doctrine (NIPRNET).

b. Only approved JPs are releasable outside the combatant commands, Services, and Joint Staff. Release of any classified JP to foreign governments or foreign nationals must be requested through the local embassy (Defense Attaché Office) to DIA, Defense Foreign Liaison, PO-FL, Room 1E811, 7400 Pentagon, Washington, DC 20301-7400.

c. JEL CD-ROM. Upon request of a joint doctrine development community member, the Joint Staff J-7 will produce and deliver one CD-ROM with current JPs. This JEL CD-ROM will be updated not less than semi-annually and when received can be locally reproduced for use within the combatant commands, Services, and combat support agencies.

Appendix A
E-A-15   Enclosure E

SAMPLE GLOSSARY FOR A JOINT PUBLICATION

GLOSSARY
PART I—ABBREVIATIONS AND ACRONYMS

AA	assessment agent
AIG	addressee indicator group
ASCII	American Standard Code for Information Interchange
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CJCSM	Chairman of the Joint Chiefs of Staff manual
CRA	coordinating review authority
DIA	Defense Intelligence Agency
DIRM	Directorate for Information and Resource Management

PART II—TERMS AND DEFINITIONS

(Note: For specific notations, see Figure 10.)

Example of an Existing Term and Definition

sortie. In air operations, an operational flight by one aircraft. (JP 1-02. SOURCE: JP 3-30)

Example of a New Term and Definition

authorization data. Department of Defense military and civilian manpower and equipment resources authorized by law. (Upon approval of this publication, this term and its definition will be included in JP 1-02.)

Example of a Modified Term and Definition

intelligence asset. Any resource utilized by an intelligence organization for an operational support role. (Upon approval of this publication, this term and its definition will modify the existing term "asset (intelligence)" and its definition in JP 1-02.)

Example of a Modified Term and Existing Definition

air operations center. The senior agency of the Air Force component commander that provides command and control of Air Force air and space operations and coordinates with other components and Services. Also called **AOC.** (Upon approval of this publication, this term will modify the existing term "air and space operations center" and be incorporated into JP 1-02.)

Example of an Existing Term and a Modified Definition

active duty. Full-time duty in the active military service of the United States, including active duty or full-time training duty in the Reserve Component. Also called **AD.** (Upon approval of this publication, this definition will modify the existing definition and be incorporated into JP 1-02.)

Example of a Proponency Change

unmanned aircraft system. That system whose components include the necessary equipment, network, and personnel to control an unmanned aircraft. Also called **UAS.** (Upon approval of this revised publication, this publication will assume proponency for this term and its definition and this publication number will replace the existing proponent number in JP 1-02.)

Example of a Recommendation to Remove a Term and Definition From JP 1-02

Inactive National Guard. None. (Upon approval of this changed publication, this term and its definition will be removed from JP 1-02.)

(Glossary, Part II has been condensed for this sample)

SAMPLE INSIDE BACK COVER

JOINT DOCTRINE PUBLICATIONS HIERARCHY

STEP #4 - Maintenance

- JP published and continuously assessed by users
- Formal assessment begins 24-27 months following publication
- Revision begins 3.5 years after publication
- Each JP revision is completed no later than 5 years after signature

STEP #1 - Initiation

- Joint doctrine development community (JDDC) submission to fill extant operational void
- Joint Staff (JS) J-7 conducts front-end analysis
- Joint Doctrine Planning Conference validation
- Program directive (PD) development and staffing/joint working group
- PD includes scope, references, outline, milestones, and draft authorship
- JS J-7 approves and releases PD to lead agent (LA) (Service, combatant command, JS directorate)

STEP #3 - Approval

- JSDS delivers adjudicated matrix to JS J-7
- JS J-7 prepares publication for signature
- JSDS prepares JS staffing package
- JSDS staffs the publication via JSAP for signature

STEP #2 - Development

- LA selects primary review authority (PRA) to develop the first draft (FD)
- PRA develops FD for staffing with JDDC
- FD comment matrix adjudication
- JS J-7 produces the final coordination (FC) draft, staffs to JDDC and JS via Joint Staff Action Processing (JSAP) system
- Joint Staff doctrine sponsor (JSDS) adjudicates FC comment matrix
- FC joint working group

ENCLOSURE F

INFORMATION SYSTEMS

1. General. JS J-7 will maintain, operate, and ensure accessibility of the CJCS JEL on the Internet and NIPRNET and JEL+ on both the NIPRNET and SIPRNET.

2. Overview. The joint doctrine development process and the worldwide distribution of approved joint doctrine are supported by various information systems. JEL provides access to unlimited distribution of selected joint doctrine and related content in a public-facing venue and is centered on the distribution of electronic documents. Content posted to JEL is publicly accessible to all users. JEL+ is available on NIPRNET and SIPRNET. NIPRNET JEL+ presents the same content as JEL plus distribution of JPs that are considered CUI as well as enhanced database-centered searches of cross-indexed joint doctrine and related content via restricted-access venues. The SIPRNET JEL+ presents the same content as NIRPNET JEL+ and includes classified joint doctrine (JPs and classified appendices to JPs).

3. Information Systems. JDEIS is the umbrella program whereas JEL and JEL+ are the web portal-based information distribution subsystems of the JDEIS. JDEIS consists of JEL and JEL+ web portals, the JDDT, the Joint Terminology Master Database, the Content and Cross-Referencing Management tool, the Data Mining Tool, and various other associated tools, equipment, and expertise. These additional subsystems are employed to develop, deploy, maintain, analyze, or enhance the content that is distributed to the end user on the JEL and JEL+ portals. (NOTE: The JEL+ portal was formerly titled the JDEIS-Information Retrieval Subsystem and was often referred to simply as "JDEIS").

4. Purpose

    a. The information systems supporting the joint doctrine development process are designed to directly support the CJCS, the Joint Staff, CCDRs, the Services, CSAs, other members of the interagency community, and selected multinational partners by providing a centralized capability to facilitate the development, awareness of, access to, and distribution of joint doctrine, along with related joint force development content to include education, training, concepts, force employment, and assessment related information for the entire joint community.

    b. The collective purpose of these systems is to facilitate the timely development, accurate maintenance, and responsive distribution of joint

doctrine and related information to the Armed Forces of the United States of America and other relevant audiences as required.

c. JEL+ also supports the defense readiness reporting community by providing access to authoritative databases of joint doctrine and UJTL tasks required for the evaluation and reporting of readiness. Additional UJTL resources and briefings are also located on JEL+.

ENCLOSURE G

JOINT DOCTRINE NOTE

1. <u>General.</u> To remain relevant and forward looking the joint doctrine development process provides for the occasional development of a non-authoritative, pre-doctrinal JDN outside of the normal development cycle of a JP. A JDN does not represent an agreed to or fully staffed doctrinal position, but provides a short term, bridging solution to a potential doctrine void identified by the JDDC. A JDN should contain information on techniques, procedures, and organizational constructs that are underpinned by lessons learned and best practices that could be applied with existing or emerging capabilities to address joint doctrinal voids.

2. <u>Purpose.</u> To inform the joint community of techniques and procedures for using a new or revised process, capability, or organization in joint operations, and to explain the information in sufficient detail for commanders and staffs to consider its utility.

3. <u>Objective and Scope</u>

    a. Approved joint doctrine provides the baseline context for a JDN. Thus, a JDN should address a potential doctrinal void or deficiency, or should otherwise describe constructs that can improve the joint force ability to plan, execute, and assess joint operations. The primary objective is to solicit the joint community's help to solve a problem by examining the JDN's constructs and assessing its potential value-added relative to existing joint doctrine. However, a JDN may also simply provide information on a topic of interest to the JDDC or broader joint community, such as describing the potential impact of an emerging concept on related JPs. A JDN's topic and proposed solution may be directed at the content of one JP, or it could also affect others.

    b. A JDN is not authoritative and is not approved joint doctrine. Commanders and staff may use its contents at their discretion, e.g., to inform an approach to a specific problem set or inform the development of alternative courses of action. If conflicts arise between the contents of a JDN and the contents of a JP, the JP will take precedence for the activities of joint forces unless the Chairman, normally in coordination with the other members of the Joint Chiefs of Staff, has provided more current and specific guidance.

    c. Because a JDN is not authoritative, the development, review, and approval procedures are not as extensive or restrictive as those for developing or revising a JP. For example, while the JS J-7 will determine if a JDN proposal meets required standards as described below, this analysis is

normally not as extensive as a typical FEA for a new JP proposal (as outlined in Enclosure B). JDNs will follow the same acronym usage rules as JPs. Terms and definitions listed in the glossary of a JDN should be approved terms and definitions with appropriate sourcing as found in the current version of reference i. Any new terms and definitions introduced by a JDN will be captured in a blue box within the body of the text and not included in the JDN glossary. A JDN can be assigned to the organization making the doctrine proposal; for example, Joint Center for International Security Force Assistance proposed and authored JDN 1-13, Security Force Assistance. Therefore, a JDN does not necessarily have an assigned JSDS or LA. The draft JDN staffing with the JDDC is intended to solicit the JDDC's ideas that may help determine the validity of a JDN's proposed solution to a potential doctrinal void. The JDDC's response may help the JDN proponent refine the draft JDN and subsequently propose changes to one or more JPs in development or revision.

d. There is no specific limit on a JDN's length, but the JDN should not contain extraneous information or graphics that are not directly relevant to using and evaluating the ideas in the context of improving current joint doctrine.

4. Procedures

a. JS J-7 DD/JED will manage the development, staffing, and maintenance of JDNs.

b. Any member of the JDDC may propose a JDN. The proposing organization is referred to as the JDN proponent.

c. JDN Proposal Submission. The JDN proponent will forward a proposal for JDN development to the JS J-7 DD/JED. The JDN proposal must have at least a proponent's planner-level endorsement. A complete proposal is a paper (with optional briefing) that contains the following:

(1) Proposed JDN Title: A succinct descriptive label.

(2) Doctrinal Void: A concise statement in the context of joint doctrine that describes the warfighter challenge or problem; e.g., "There currently is no process and staff organization for coordinating xxxx with interorganizational partners."

(3) Desired Outcome: Describe the product's ultimate utility; e.g., "This JDN proposes a solution that may inform the future revisions of JPs X, Y, and Z."

(4) Background: Provide a discussion of relevant background facts that drove the development of the product; e.g., "The problem has been documented during the course of three successive exercises."

(5) Potential Solution: Summarize key aspects of the proposed solution and the existing capabilities to be applied; e.g., "USXCOM HQ used an alternative to existing organizational structure and processes during theater campaign planning and in two exercises over the past 18 months. The alternative facilitated more efficient and effective information sharing with our inter-organizational partners."

(6) Briefing Packet: If the JDN proposal is submitted outside of the JDPC, a briefing packet is optional, but may be provided if it will help JS J-7 understand the proposal. However, if the proposal is made via the JDPC process, a briefing is required in order to generate discussion and a JDPC decision.

(7) Proposed JDN development milestones.

(8) POC: List the government lead and contact information for the proponent organization that is recommending the JDN.

d. <u>JDN Proposal Review</u>. JS J-7 DD/JED or the JDPC will evaluate the JDN proposal based on the following:

(1) Does the proposal sufficiently document a perceived doctrinal void or deficiency or otherwise make the joint force more efficient or effective?

(2) Does the proposal provide enough information on the potential solution for JS J-7 to determine its efficacy in the broader joint community?

(3) Is the proposed solution executable using existing capabilities?

e. JDN Development, Staffing, and Approval

(1) JS J-7 will coordinate with the JDN proponent if additional information is required and on the final decision. If JS J-7 approves the proposal, JS J-7 will notify the JDN proponent of the decision and provide a DD/JED POC to facilitate coordination throughout the development process.

(2) The JDN proponent will develop the JDN according to the approved milestones, in a format that provides the look and feel of a JP, using Enclosure E, Formatting and Distributing JPs, of this manual. Depending on the topic and circumstances, DD/JED may collaborate with the proponent in development. The JDN will have a gray cover in order to differentiate it from approved JPs.

(3) A JDN normally will have a first AO-level draft and a final O-6 planner draft. The typical development process will include staffing the FD with the JDDC, revising the draft based on the JDDC's comments, and preparing a final draft for signature as follows:

(a) The JDN proponent will submit the FD to the JS J-7 POC. The JS J-7 will review the draft, coordinate with the JDN proponent for more information if necessary, and staff the FD by JSAP with the JDDC. Suspense for comments normally will be 60 days. JDDC members will submit comments in a CRM or through the JDDT by the suspense date to the JS J-7 POC with copy to the JDN proponent. The draft JDN staffing with the JDDC is intended to solicit the JDDC's ideas that may help improve the final product. The JS J-7 POC will consolidate the comments into a single "record" matrix, and forward it to the JDN proponent.

(b) The JDN proponent will adjudicate the comments in the record matrix. The JS J-7 POC will clarify any issues with the JDN proponent, who will then prepare the final draft JDN using the adjudicated matrix and other relevant information. The JDN proponent will consider the JDDC's comments when preparing the final draft, and will collaborate with the JS J-7 POC as necessary during the revision.

(c) The JDN proponent will forward the final draft JDN to the J-7 POC for O-6 planner level staffing following the same procedures as the FD.

(4) The JS J-7 POC will review the final draft and provide it to the editors, who will prepare it for approval.

(5) Only the JS Director J-7, or Vice Director J-7 in his absence, will approve a JDN.

f. Distribution and Maintenance

(1) After JDN signature, the JS J-7 POC will post it on JEL+ and notify the JDDC through JDD e-mail.

(2) Approved JDNs will be reviewed annually by JS J-7 JED for applicability. A JDN is canceled when its content has been put into permanent publication or the requirement no longer exists.

ENCLOSURE H

ALLIED AND MULTINATIONAL JOINT DOCTRINE DEVELOPMENT

1. Introduction. The U.S. actively participates in developing multinational joint doctrine. Multinational operations require clearly understood and widely accepted joint doctrine, particularly when operations are conducted by Allied and partner nation forces. A prime example is NATO's AJD where a process similar to our U.S. joint doctrine development process exists. While this enclosure primarily addresses U.S. contributions to AJD development in NATO, the procedures described can be easily modified to describe U.S. support to other multinational joint doctrine development efforts.

2. Background

    a. Reference d establishes and describes formal procedures for AJD development in NATO. It provides detailed guidance for use by the AJD development community to standardize the joint doctrine development process. The U.S. has agreed to abide by the policies and procedures of reference d.

    b. AJD is organized within an AJD Architecture, -a framework based on a traditional joint staff functional alignment with AJPs the equivalent of our U.S. JPs:

        (1) Level 1–Capstone (AJP-01) and keystone publications (AJP-2, 3, 4, 5, and 6) that contain overarching joint doctrine.

        (2) Level 2–Supporting joint doctrine in specific functional areas at the operational level (AJP-2.1, AJP-3.4.5, AJP-4.6, etc.). Note: JS J-7 is responsible for oversight and staffing of Level 1 and 2 Allied publications. See paragraph 9 for staffing of Level 3 Allied publications.

        (3) Level 3–Lower level publications such as Allied tactical publications, Allied logistics publications, Allied intelligence publications, etc.

    c. The AJODWG has the responsibility to develop and manage AJD within NATO. The AJODWG consists of delegates from NATO member nations and is the AJD development process owner. The JS J-7 serves as the U.S. HOD, an O-6 level representative to the AJOD WG. The HOD's responsibilities are listed in Enclosure A and in references d and e.

3. <u>Multinational and Allied Joint Doctrine (AJD) Development</u>

    a. The JS J-7 ensures that U.S. joint doctrine is used as the initial basis for the inputs to multinational joint doctrine. As necessary, the JS J-7 will identify variances to U.S. joint doctrine based on U.S.-agreed multinational policies, command structure, and other imposed constraints or restraints, and will work with multinational partners and U.S. representatives to minimize the impact of such variances.

    b. The JS J-7 will also ensure authors/editors of U.S. sponsored multinational doctrine, as well as U.S. representatives attending doctrine working groups (WGs), are aware of the requirements of the procedures for the staffing of multinational joint doctrine.

    c. The JS J-7 AJD POC will routinely monitor the AJOD WG page located on the NATO Standardization Office website for announcements and posting of documents being staffed to obtain national positions. Those announcements will form the basis for generating a JSAP for the U.S. AJP JDD.

4. <u>Multinational Joint Doctrine Working Groups</u>

    a. U.S. representatives to AJDWGs (often referred to as custodial WGs) will ensure the JS J-7 is aware of AJD development activities and ensure the WG is following development procedures found in reference d.

    b. Designated U.S. custodians will also serve as authors/editors and accomplish their responsibilities to multinational joint doctrine development. Prior to beginning the development process, custodians will become familiar with these responsibilities and also review U.S. joint doctrine on the subject matter.

    c. U.S. representatives will provide JS J-7 with a trip report following the WG, highlighting any potential issues, such as conflicts with U.S. joint doctrine and differences that may lead to reservations in implementing the doctrine.

5. <u>Staffing</u>. The JS J-7 ensures that all multinational joint doctrine projects are staffed for comment to the JDDC as required, noting that not all JDDC members have equity in every multinational joint doctrine project. For example, the JS J-7 staffs AJD drafts to the Services, Joint Staff directorates, and with USAFRICOM, USCENTCOM, USEUCOM, and USSOCOM routinely. Other JDDC members may be asked to comment on doctrine that is relevant to them (for example, the USCG on NATO maritime operations doctrine). The JS J-7 collates and adjudicates doctrine comments and matrices and forwards a coordinated U.S. position to the designated doctrine custodian.

Note: Reference d provides specific guidance for NATO AJD development staffing and providing national responses.

    a. Comments will be based on consistency with U.S. law, policy, joint doctrine, and with Service capabilities, roles, and missions. Comments and their supporting rationale must be clear and provide enough detail to be understood by, and to persuade, international reviewers. If referencing a US publication or document, key text must be provided with the comment since Allied partners working on the document cannot be expected to be familiar with all relevant U.S. source information. Comments will be categorized as follows:

        (1) Critical. Failure to correct the material would result in the U.S. not agreeing to follow or abide by publication. These include comments that violate U.S. law or policy, are inconsistent with promulgated NATO doctrine or policies, or that are significantly inaccurate.

        (2) Substantive. A material change that would significantly improve the content of the publication in terms of accuracy or consistency.

        (3) Editorial. Input would improve the layout or content and correct spelling or punctuation, but should not impact ratification.

    b. The JS J-7 will create and consolidate U.S. response matrices that will become the formal U.S. position.

6. Implementation. Multinational doctrine will be implemented upon promulgation. When a member of the JDDC requests that implementation be delayed, they will notify the JS J-7, provide sound rationale for the delay, and recommend an implementation date.

7. Subordinate Allied Publications (Level 3)

    a. In addition to AJPs, NATO also develops numerous subordinate and supporting allied publications. These generally tactical-level publications may be standalone standardization agreements (STANAGs) or covering STANAGs for allied publications, such as Allied tactical publication, Allied administrative publications, or Allied training publications. These documents are typically developed by custodial WGs and approved by that group's standardization board. These documents also require staffing, coordination, and a formal U.S. response.

    b. Staffing and coordination, as well as providing the formal U.S. position for these subordinate allied publications are the responsibility of the Service who is LA to the responsible standardization board as designated in reference e. The representative to these standardization boards will be the POC. Staffing, coordination and adjudication of comments will be conducted as

detailed above for AJPs, except that the Joint Staff does not typically coordinate on these subordinate allied publications. Service LAs will ensure that U.S. joint doctrine is used as the initial basis for the U.S. inputs to these subordinate publications and identify variances to U.S. joint doctrine based on U.S. agreed NATO policies, command structure, and other imposed NATO constraints or restraints.

    c. Staffing of ratification drafts and the formal U.S. ratification response for these publications is also the responsibility of the Service who is LA to the responsible standardization board. Staffing of ratification drafts and the U.S. response will also be conducted as detailed above for AJPs. If an LA intends to respond with a "Not Ratifying," they should inform the JS J-7 immediately with rationale and accompanying comments.

ENCLOSURE I

REFERENCES

a. Title 10, United States Code, Section 153

b. JP 1, "Doctrine for the Armed Forces of the United States"

c. CJCSI 5120.02 Series, "Joint Doctrine Development System"

d. Allied Administrative Publication-47, "Allied Joint Doctrine Development"

e. CJCSI 2700.01 Series, "International Military Agreements for Rationalization, Standardization, and Interoperability (RSI) Between the United States, Its Allies, and Other Friendly Nations"

f. CJCSI 3170.01 Series, "Joint Capabilities Integration and Development System"

g. CJCSI 5711.01 Series, "Policy on Action Processing"

h. "The Joint Doctrine Developer's Guide," <https://jdeis.js.mil/jdeis/jddg/index.html> (NIPRNET – accessed: 5 Dec 2014)

i. JP 1-02, "Department of Defense Dictionary of Military and Associated Terms"

j. JSG 5711 Series, "Editorial Guidance and Accepted Usage for Joint Staff Correspondence"

k. The United States Government Printing Office Style Manual (latest edition)

l. Sabin, William A. *The Gregg Reference Manual: A Manual of Style, Grammar, Usage and Formatting.* 10th ed. Boston: McGraw-Hill, 2005

m. CJCSI 3010.02 Series, "Guidance for Development and Implementation of Joint Concepts"

n. CJCSI 5705.01 Series, "Standardization of Military and Associated Terminology"

o. DoD Manual 5200.01 Volume 1, 24 February 2012, "DoD Information Security Program: Overview, Classification, and Declassification"

p. DoD Manual 5200.01 Volume 2, 24 February 2012, "DoD Information Security Program: Marking of Classified Information"

q. DoD Manual 5200.01 Volume 3, 24 February 2012, "DoD Information Security Program: Protection of Classified Information"

r. DoD Manual 5200.01 Volume 4, 24 February 2012, "DoD Information Security Program: Controlled Unclassified Information (CUI)"

SUPPORTING DOCUMENTATION

CJCSM 3500.04 Series, "Universal Joint Task Manual"

GLOSSARY

PART I-ABBREVIATIONS AND ACRONYMS
Items marked with an asterisk (*) have definitions in PART II

AA	assessment agent*
AJD	Allied Joint Doctrine
AJODWG	Allied Joint Operations Doctrine Working Group
AJP	allied joint publication
AO	action officer
CAC	common access card
CCMD	Combatant Command
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction*
CJCSM	Chairman of the Joint Chiefs of Staff manual*
CRA	coordinating review authority*
CRM	comment resolution matrix
CSA	combat support agency
CUI	controlled unclassified information
DCR	doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy change recommendation
DD	deputy director
DJ-7	Director, J-7
DoD	Department of Defense
DOTMLPF-P	doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy
dpi	dots per inch
EA	evaluation agent*
ED	evaluation directive
FAR	formal assessment report
FC	final coordination
FD	first draft
FEA	front-end analysis
GO/FO	general officer/flag officer
HOD	Head of Delegation
IAW	in accordance with

J-7	Joint Staff Directorate for Joint Force Development
JDD	joint doctrine distribution
JDDC	joint doctrine development community
JDDT	joint doctrine development tool
JDEIS	Joint Doctrine, Education, and Training Electronic Information System
JDN	joint doctrine note
JDPC	Joint Doctrine Planning Conference*
JED	Joint Education and Doctrine
JEL	Joint Electronic Library
JEL+	Joint Electronic Library Plus
JFC	joint force commander
JLLIS	Joint Lessons Learned Information System
JP	joint publication
JS	Joint Staff
JSAP	Joint Staff action processing
JSDS	Joint Staff doctrine sponsor*
JTF	joint task force
JTP	joint test publication*
JWG	joint working group
LA	lead agent*
MS	Microsoft
NATO	North Atlantic Treaty Organization
NGB	National Guard Bureau
NIPRNET	Nonsecure Internet Protocol Router Network
OSD	Office of the Secretary of Defense
PC	preliminary coordination
PD	program directive
POC	point of contact
PRA	primary review authority*
RFC	revision final coordination
RFD	revision first draft
RFF	request for feedback
SecDef	Secretary of Defense
SIPRNET	SECRET Internet Protocol Router Network
SME	subject matter expert
STANAG	standardization agreement (NATO)
TTP	tactics, techniques, and procedures

TRA   technical review authority*

UJTL   Universal Joint Task List

WG   working group

PART II-DEFINITIONS

assessment agent. The organization responsible for conducting an assessment of an approved JP. Also called **AA.** (JP 1-02. SOURCE: CJCSM 5120.01)

capstone publication. The top joint doctrine publication in the hierarchy of JPs that links joint doctrine to national strategy and the contributions of other government departments and agencies, multinational partners, and reinforces policy for command and control. (JP 1-02. SOURCE: CJCSM 5120.01)

Chairman of the Joint Chiefs of Staff instruction. A document for all types of correspondence containing Chairman of the Joint Chiefs of Staff policy and guidance that does not involve the employment of forces, which is of indefinite duration and is applicable to external agencies, or both the Joint Staff and external agencies. Also called **CJCSI.** (Upon approval this revised manual, this definition will modify the existing definition and be incorporated into JP 1-02)

Chairman of the Joint Chiefs of Staff manual. A document containing detailed procedures for performing specific tasks that do not involve the employment of forces, which is of indefinite duration and is applicable to external agencies or both the Joint Staff and external agencies. Also called **CJCSM.** (JP 1-02. SOURCE: CJCSM 5120.01)

coordinating review authority. An agency appointed by a Service or CCMD to coordinate with and assist the LA, PRA, JSDS, and AA in joint doctrine development and maintenance. Also called **CRA.** (Upon approval this revised manual, this definition will modify the existing definition and be incorporated into JP 1-02)

evaluation agent. The command or agency designated in the ED to be responsible for the planning, coordination, and conduct of the required evaluation of a JTP. Also called **EA.** (JP 1-02. SOURCE: CJCSM 5120.01)

Joint Doctrine Planning Conference. A forum convened by the J-7 that meets semiannually to address and vote on project proposals; discuss key joint doctrinal and operational issues; discuss potential changes to the joint doctrine development process; keep up to date on the status of the JP projects and emerging publications; and keep abreast of other initiatives of interest to the members. Also called **JDPC.** (Upon approval of this revised manual, this definition will modify the existing definition and be incorporated into JP 1-02.)

Joint Staff doctrine sponsor. A Joint Staff directorate assigned to coordinate a joint doctrine project with the Joint Staff. Also called **JSDS.** (Upon approval

of this revised manual, this definition will modify the existing definition and be incorporated into JP 1-02.)

joint test publication. A proposed publication produced for field-testing an emergent concept that has been validated through the Joint Experimentation Program or a similar joint process. Also called **JTP.** (JP 1-02. SOURCE: CJCSM 5120.01)

key doctrine element. None. (Upon approval of this revised manual this term and its definition will be removed from JP 1-02.)

keystone publications. Joint doctrine publications that establish the doctrinal foundation for a series of JPs in the hierarchy of JPs. (JP 1-02. SOURCE: CJCSM 5120.01)

lead agent. 1. An individual Service, CCMD, or Joint Staff directorate assigned to develop and maintain a JP. (CJCSM 5120.01) 2. In medical materiel management, the designated unit or organization to coordinate or execute day-to-day conduct of an ongoing operation or function. Also called **LA.** (JP 1-02. SOURCE JP 4-02) (Upon approval of this revision, this publication will assume proponency for part 1 of this definition, and this publication number will replace the existing proponent number in JP 1-02.)

multi-Service publication. A publication containing principles, terms, TTPs used and approved by the forces of two or more Services to perform a common military function consistent with approved joint doctrine. (JP 1-02. SOURCE: CJCSM 5120.01)

primary review authority. The organization, within the LA's chain of command, that is assigned by the LA to perform the actions and coordination necessary to develop and maintain the assigned JP under the cognizance of the LA. Also called **PRA.** (JP 1-02. SOURCE: CJCSM 5120.01)

procedures. Standard, detailed steps that prescribe how to perform specific tasks. (JP 1-02. SOURCE: CJCSM 5120.01)

tactics. The employment and ordered arrangement of forces in relation to each other. (JP 1-02. SOURCE: CJCSM 5120.01)

technical review authority. The organization tasked to provide specialized technical or administrative expertise to the LA, PRA, JSDS, or CRA for JPs. Also called **TRA.** (Upon approval this revised manual, this definition will modify the existing definition and be incorporated into JP 1-02.)

techniques. Non-prescriptive ways or methods used to perform missions, functions, or tasks. (JP 1-02. SOURCE: CJCSM 5120.01)

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